CITY OF CARLTON
JOINT COUNCIL/PLANNING COMMISSION AGENDA
MONDAY, AUGUST 11, 2025, 2025, 6:00 P.M.
VIA ZOOM AND 191 EAST MAIN STREET

The Mission of the City of Carlton is to sustain and enhance the viability of the community by providing essential services with professionalism and integrity.

1. Call to Order – Roll Call **Pages**

A) Changes to the Agenda

2. Citizen Comments *(Topics not on Agenda)*

3. Discussion topic

A. Joint TSP update and review, continued; *Eddie Montejo of Parametrix* 2

5. Adjournment

Zoom Access Details

To attend or participate in the meeting virtually, you can log in with a computer using the link below, or the phone option below. Public comment is available at specific times during the meeting. Thank you.

https://us02web.zoom.us/j/89723730388?pwd=EaBlQiler8mcoF825Qgxnv17IobFay.1

Or you can call **1-253-215-8782,** and enter the **Meeting ID: 897 2373 0388 and Passcode: 372333**

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Location: Carlton Civic Center
191 E. Main Street
Carlton, OR 97111

Meeting Date: August 11, 2025

Time: 6:00 pm -8:00 pm

Subject: Carlton Transportation System Plan Update
Joint Work Session #4

Meeting Agenda

Time	Topic	Discussion Items	To Be Presented By
Transportation System Plan Update | 2025			
6:05 pm – 6:10 pm	**TSP Overview**	• Welcome • Purpose and Agenda Overview • Adoption Timeline Refresher	Eddie Montejo, Parametrix
6:10 pm – 6:45 pm	**Joint Work Session #3 Recap**	• Draft Code Amendments and Street Standards Discussion • Review Updates • **Discussion and Input**	
6:45 pm – 7:50 pm	**Draft Funding Strategy**	• Funding Overview • Forecast and Local Funding Gap • Project List and Cost Estimates • Potential Strategies and Sources • **Discussion and Input**	
7:50 pm - 7:55 pm	**Draft TSP**	• What to expect and how we'll incorporate feedback • How to stay involved	
7:55 pm - 8:00 pm	**Next Steps**	• Draft TSP, Public Hearing #1, and Adoption	

Parametrix
let's create tomorrow, together

DATE: August 5, 2025

TO: Shannon Beaucaire, City of Carlton
Aimee Amerson, City of Carlton
Michael Duncan, ODOT

FROM: Eddie Montejo, Parametrix
Emily Mannisto-Meyers, Parametrix
Matt Flodin, Parametrix

SUBJECT: Draft Revised Memorandum #4: Costs and Potential Funding Strategies for Proposed Improvements

1 Key Takeaways

- A **funding forecast** was developed based on Carlton's most recent Fiscal Year (FY) 2026 Budget and historical trends in revenues, expenditures, and capital improvement needs. It reflects typical spending on street striping, equipment purchases, CIF transportation projects, and Street Fund transfers. This forecast provides a realistic picture of available resources and is intended to inform a fundable implementation strategy for priority projects identified in the Transportation System Plan (TSP).

- Future transportation revenues are based solely on the **Transportation Capital Improvement Fund (CIF),** which serves as the City's primary local funding source for transportation capital improvements. Between FY 2021 and FY 2024, CIF expenditures for transportation averaged approximately **$133,000 per year.** Assuming this trend continues, an estimated **$2.6 million** could be available over the next 20 years to support TSP project construction. As with SDCs, funding levels may fluctuate depending on competing priorities and available grants but have historically provided a steady contribution to transportation improvements.

    - The **Street Fund** represents the main source of local funding for street maintenance including striping, personnel, and street preservation activities. Given increasing costs for labor (e.g., annual increases in cost-of-living adjustments, PERS, and healthcare), equipment, and materials, the City does not consider this to be a reliable source of funding for future transportation projects. Therefore, the Street Fund was excluded from future funding calculations.

    - Historically, **Transportation System Development Funds (SDCs)** have fluctuated from year to year given their development-driven nature. For example, no transportation SDC funds were spent during FY 2021–2022 due to the impact of COVID-19 pandemic. Furthermore, State Law strongly stipulates that SDCs *cannot* be used for maintenance of any part of the infrastructure system. Therefore, the City does not consider Transportation SDCs to be reliable sources of funding for future TSP projects. For this reason, Transportation SDCs were also excluded from future funding calculations.

- The total cost to implement all identified cost-constrained, near-term transportation projects is approximately $12 million over the next 20-years, equivalent to $588,000 per year. Excluding potential SDC revenues, **Carlton is anticipated to have a funding gap of**

approximately $455,000 per year over the next 20 years for near-term TSP projects. To make meaningful progress towards TSP implementation, key strategies for Carlton include:

- Leverage the transportation CIF as the primary source of local transportation funding, particularly for smaller scale striping and crossing projects, with a focus on improving transportation system safety and comfort, especially along School Zone Collectors.
- Leverage local funds (as appropriate) as match funds for external grant opportunities to implement higher-cost projects, particularly the high-priority intersection improvement projects at OR 47 at Yamhill (R-1) and at Pine Streets (R-2). *It is important that Carlton has been ineligible for some state-level grant programs due to income thresholds.*
- Continue to attract local business and development interest to trigger developer-required improvements and generate SDC revenues. These funds may support TSP improvements along identified future streets and School Zone Collectors, consistent with eligible uses per State Law.
- Continue to partner with ODOT, Yamhill County, and regional partners on issues related to OR 47.

2 Introduction

This memorandum provides an overview of the City of Carlton's historical revenue sources and expenditures, as well as potential funding and financing options to support implementation of projects identified in the updated TSP. It includes a review of past expenditures, projected future revenues, and potential funding gaps, along with strategies to address them through new or reallocated resources. Appendix A includes planning-level cost estimates for each TSP project, as introduced in *Technical Memorandum #3*. Each project is also assigned a priority rating based on community input and feedback from City officials, public engagement activities, and findings from *Technical Memorandum #2*.

3 Existing Revenue Sources

Carlton's transportation funding is primarily supported by a combination of local and state revenue sources, some of which can be allocated toward implementing projects identified in the TSP. Predictable funding streams, such as the state gas tax, provide a stable foundation, while others, like competitive federal grants, can vary based on availability and demand. Key local sources currently used to fund transportation capital improvements and maintenance include the Street Fund, the Transportation CIF, and Transportation SDCs.

The Capital Improvement Plan (CIP) identifies capital expenditures for projects in the next five fiscal years and the revenue sources they will draw on, such as SDCs or the CIF. The CIP offers a clear picture of which revenue sources are typically used for transportation projects. The CIP is subject to updates to account for new funding opportunities or a change in infrastructure needs.

The following overview of local transportation funding sources includes descriptions and recent trends based on Carlton's Fiscal Year (FY) 2026 Budget.

3.1 Local Transportation Funding Sources

3.1.1 Street Fund

The Street Fund supports the City's street utilities and accounts for revenues and expenditures limited to various transportation purposes. It provides for the maintenance and repair of paved and unpaved streets, sidewalks, curbs, gutters, and the City's traffic control and safety devices, such as street signage and striping.

The Street Fund is funded primarily by the state motor fuel tax. Gasoline Tax-Cities like Carlton receive 20% of the Highway Trust Fund per Capita, along with taxes and fees associated with vehicle registration, driver license fees, and weight-mile taxes. Revenue from the motor fuel tax is currently projected to remain level. The Street Fund is also funded through State Revenue Sharing for liquor and marijuana taxes and right-of-way (ROW) permits. The City's Street Fund represents a steady and ongoing source of local transportation funding and is expected to remain stable based on population and consistent gas tax revenues.

Although Street Fund revenues are expected to remain relatively stable, the City anticipates rising costs over time due to increasing expenses for labor (e.g., cost-of-living adjustments, PERS, healthcare), equipment, and materials. As a result, the City does not consider typical Street Fund revenues to be a reliable source for future transportation projects without risking unmet existing commitments. Consequently, the Street Fund was excluded from future funding calculations. Only historical transfers from the Street Fund to the Transportation CIF for street and sidewalk improvements are included in the future TSP project funding forecast. It is important to note that future projects will require ongoing maintenance – funded by the Street Fund – which may further strain available resources.

3.1.2 Capital Improvement Fund

The Capital Improvement Fund (CIF) administers the City's capital improvement projects, including facilities and special projects. The CIF is broken down into separate enterprise and restricted funds for water, sewer, stormwater, transportation, and parks. The CIF is comprised of fund reserves, SDCs, loans, and grants, which can come from local, state, or federal sources. As noted above, the CIF frequently receives transfers from sources such as the Street Fund to construct capital improvements such as sidewalks. For the purposes of this analysis, Transportation CIF funds serve as the sole source of dedicated transportation funding that could be used for future TSP projects. As noted above, it is important to note that maintenance challenges (i.e., Street Fund) will persist as CIF funds can only be used for capital improvements.

3.1.3 System Development Charges

SDC funds are funded exclusively through local development. The fund's revenue comes from charges imposed on new construction or buildings that require new utility services. Funds are directed towards five distinct tranches: transportation and parks comprise two such portions.

Historically, Transportation SDCs have fluctuated from year to year given their development-driven nature. For example, no transportation SDC funds were spent during FY 2021–2022 due to the impact of COVID-19 pandemic. Furthermore, State Law strongly stipulates the use of SDC funds, which are generally limited to capital costs only (e.g. SDCs cannot be used for ongoing maintenance,

fixing existing system deficiencies, or replace existing capacity).[1] Therefore, the City does not consider Transportation SDCs to be reliable sources of funding for future TSP projects. For this reason, Transportation SDCs were also excluded from future funding calculations.

4 Expenditures Summary

To ensure a realistic and fiscally responsible forecast for future transportation project funding, the City has directed that only the Transportation CIF be used as the basis for estimating available resources. This approach provides the most accurate reflection of the City's actual capacity to fund transportation capital projects. The Street Fund, while an important revenue source, is primarily reserved for ongoing operations and maintenance and cannot be relied upon for new capital investments without compromising the City's ability to maintain its existing transportation infrastructure. Similarly, while Transportation SDCs have historically contributed to project funding, they are unpredictable. In contrast, historical Transportation CIF expenditures provide an actual view of what the City has been able invest in transportation after meeting its baseline operational and maintenance commitments. Table 1 below summarizes historical Transportation CIF expenditures between 2021 and 2026, after adjusting for one-time investments such as the W. Main Street Improvements.

Table 1. Carlton Transportation CIF Expenditures (2021 to 2026)

Funding Account	Subcategory	2021 – 2022 Actual	2022 – 2023 Actual	2023 – 2024 Actual	2024 – 2025 Estimate	2025 – 2026 Adopted
Capital Improvement Fund	Transportation Projects	$59,107	$326,922	$13,502	$100,000	$435,000*
	Total	**$59,107**	**$326,922**	**$13,502**	**$100,000**	**$435,000**

* FY26 Budget reports a one-time congressionally directed spending award of $1.5 million for W. Main Improvements. For the purposes of the TSP, this award is not included in the 2021 to 2026 expenditures in the future funding forecast calculations.

Including actual spending, FY2024-2025 estimates, and FY2025-2026 adopted values, the City will have spent approximately **$934,531** between 2021 and 2026 on transportation capital improvements, equating to an average of approximately **$186,906 per year**.

5 Future Funding Forecast

To develop a baseline estimate of local funding potentially available to implement the TSP over its 20-year horizon (2025–2045), the project team prepared Transportation CIF forecasts based on actual expenditures (as opposed to adopted budgets) between FY 2021 and FY 2024 to be as conservative as possible (Table 2). This approach assumes that future investment levels will remain generally consistent with historical trends, presented in FY 2025 dollars (i.e., not adjusted for inflation).

[1] State of Oregon (2004). Legislative Committee Services, Brief on System Development Charges, prepared by Janet Adkins. May 2002, Volume 2, Issue 1. Retrieved on August 5, 2025, https://www.oregonlegislature.gov/citizen_engagement/Reports/2004GG_System_Development_Charges.pdf

Table 2. Carlton 20-Year Local Funding Forecast (2045)

Funding Account	Subcategory	2021 – 2022 Actual	2022 – 2023 Actual	2023 – 2024 Actual	20-Year (2045) Forecast Funds Available– Annual*	20-Year (2045) Forecast Funds Available– Total **
Capital Improvement Fund	Transportation Projects	$59,107	$326,922	$13,502	$133,177	$2,663,540
	Total	**$59,107**	**$326,922**	**$13,502**	**$133,177**	**$2,663,540**

* Calculated by taking the average actual Transportation CIF expenditures over the three-year period shown in the table (2021-2024).
** Calculated by multiplying the calculated average Transportation CIF expenditures by twenty for the same three-year period (2021-2024).

Based on actual expenditures from FY 2021 to FY 2024, the City of Carlton has historically invested an average of approximately **$133,000 per year** from the Transportation CIF toward transportation capital projects. If this trend continues, an estimated **$2.6 million** could be available over the 20-year life of the TSP to support project construction.

While Transportation CIF funding levels may fluctuate over time due to competing priorities—such as the availability of Street Fund transfers and external grants, the fund has provided a consistent and reliable source of capital funding for transportation improvements. The Street Fund will continue to serve as a critical resource for maintenance and preservation but is not included in this capital funding forecast due to its operational focus.

Additionally, while not included in the forecast due to their variability, Transportation SDCs may provide supplemental local funding for eligible projects depending on the pace and scale of future development activity.

6 Planning Level Cost Estimates

Planning-level cost estimates were developed for each of the proposed transportation system improvements identified in Technical Memorandum #3. These estimates are based on unit cost and quantity assumptions derived from AASHTO, FHWA, and other industry-standard sources. The estimates represent order-of-magnitude costs intended to support project prioritization and implementation within the TSP.

The estimates assume a 2024 design year, with an annual escalation factor of 4% applied to account for inflation through the anticipated year of construction. Costs include hard capital expenses such as materials, construction, mobilization, and labor (e.g., clearing and grubbing), as well as engineering and design services. A 30% contingency has been applied to reflect the preliminary nature of the project concepts, which are currently at the planning level. This contingency is expected to decrease as project designs are refined and cost estimates become more precise over time.

6.1.1 Phasing and Implementation Strategy

The total cost of all TSP identified projects is **$67.3 million**, or **$3.4 million per year** for the next 20 years. Currently, it is unlikely that Carlton would be able to obtain the funding required to complete all TSP-identified projects within the 20-year planning horizon. Therefore, a prioritization and phasing strategy will be a critical component to successful TSP implementation in Carlton.

6.1.1.1 Prioritization Approach

- Near-, Medium, and Long-Term Prioritization: The timing priority for each of the TSP projects has been identified to focus the City's efforts on the highest-need and most implementable projects. Near- (~5 years) and medium- (~10 years) term projects reflect those with the highest levels of community support, those best aligned with TSP goals and objectives, and most cost-effective relative to community need. This prioritization schedule will guide the programming of TSP projects into the City's Capital Improvement Plan (CIP) over time as funding becomes available.

- Cost-Constrained and Aspirational Projects: The TSP implementation strategy also distinguishes between cost-constrained and aspirational projects.

    - *Cost-constrained projects* refer to those with near- or medium-term priority and for which funding and implementation is reasonable and likely within the 20-year planning horizon. These projects are generally cost-effective and may represent the first of multiple-phase improvements (e.g., R-3: OR 47 / Wilson Intersection improvement).

    - *Aspirational projects* (cost-unconstrained) are generally longer-term, lower-priority improvements for which funding has not yet been identified and may require significant external funds. These projects may also require additional study and refinement as Carlton's conditions change over time. These projects have been identified as beneficial system improvements as part of the TSP planning process but are lower-priority items or would be prohibitively expensive to pursue given Carlton's current funding reality.

6.1.1.2 Cost-Constrained Projects

The sum of the cost-constrained projects are ~$20 million, or $1 million per year for the next 20 years. It's important to note that the $20 million also only reflects "one time" capital improvement projects and does not include proposed transportation improvement programs that would require ongoing and recurring investment, such as the proposed City-Wide Sidewalk Infill Program (SIP-1) and City's existing Pavement Management Program (PMP-1). The annual cost of these programs could vary significantly based on specific needs beyond those identified in the TSP, City priorities, and existing requirements, but has been estimated at up to an additional ~$400,000 per year over the next 20 years. Given the uncertainty of the cost of these programs they have been removed from the cost constrained list of TSP recommendations.

Lastly, the $20 million does not include the proposed pedestrian improvements along OR-47/Yamhill Street (P-1) due to the high anticipated cost of the project (~$3.2M) and lack of identified funding source. Furthermore, this project would require substantial coordination with ODOT as the facility owner. Therefore, this project has been identified as a priority but moved onto the aspirational list as of this writing.

6.1.1.3 Aspirational (Cost-Unconstrained) Projects

The sum of aspirational projects is approximately $47 million+. To be most successful, the TSP must focus on implementing near- and medium-term cost-constrained projects. Aspirational projects are retained for future City discussions and to be explored as funding becomes available in the future.

6.2 Local Funding Gap

Table 3 summarizes the funding gap calculation, which compares the total estimated cost of cost-constrained TSP projects to anticipated local revenues over the next 20 years (e.g., Transportation CIF). The difference between projected revenues and project costs represents the funding gap that must be addressed through additional funding or financing strategies. Table 3 below compares project planning-level cost estimates to forecasted local funding to identify a potential local annual funding gap.

Table 3. Carlton Anticipated Local Funding Gap (Annual)*

Project List	Planning Level Cost Estimates (Annual)	Estimated Transportation CIF Funds (Annual)	Estimated Local Funding Gap (Annual)
Near-Term	$587,800	$133,177	($454,623)
Medium-Term	$263,950		($130,773)
Long-Term	$2,511,300		($2,378,123)
Total	**$3,363,050**	**$133,177**	($3,229,873)
Cost-Constrained Projects	*$1,024,200*		($891,023)
Aspirational (Cost-Unconstrained) Projects	*$2,338,850*		($2,205,673)

* Values are not inflation-adjusted and are reported in 2025 values.

As noted above, the Transportation CIF is conservatively estimated to provide approximately **$133,000 per year** for transportation capital projects, for a total of **$2.6 million** over the 20-year life of the TSP (excluding Transportation SDC revenues).

- **Near-term projects** are considered the highest priority projects. Near-term projects are estimated to cost ~$588,000 per year over the next 20 years. Based on the gap analysis, Carlton is expected to face a funding shortfall of **~$455,000** per year or more.
- The anticipated funding gap for **medium-term projects** is **~$131,000 per year.** However, it is assumed that near-term projects would precede medium-term projects, so this gap may increase due to rising costs and inflation as near-term TSP projects are implemented over time.
- The total cost of TSP **cost-constrained projects** is anticipated to be **~$1 million per year**, for a total of **~$20 million** over the 20-year planning horizon. The funding gap analysis finds that Carlton may experience a funding shortfall of up to **~$891,000 per year** or more.
- **Aspirational** (cost un-constrained) projects represent the largest funding challenge, with an annual gap of more than **$2.2 million.** This indicates that significant additional funding would be needed to deliver the full long-term project list identified in the TSP. Given the large funding discrepancy, long-term projects have been moved into the aspirational and cost--unconstrained project list.

Given that local revenues are expected to remain stable barring major legislative changes, securing external funding—through regional, state, federal, or other sources—will be essential to fully implement the TSP and deliver high-priority transportation projects for the community.

7 Funding Sources and Strategies

A variety of established funding sources from federal, state, and local sources are available to fund future transportation projects in the City of Carlton. Table 4 provides an overview of potential grants, funding dollar amount, eligibility, and other considerations, while Table 5 outlines existing and potential local sources of funding.

Table 4. Potential Grants for TSP Projects

Source	Funding $ Available	Description	Eligibility and Considerations
Statewide Transportation Improvement Program (STIP) *Administrated by ODOT*	Unallocated funds total $70,571,851 statewide for the 2027-2030 STIP. Match requirements vary.	The STIP is the major statewide program for funding significant projects, usually of regional importance. The STIP programs both state and federal dollars.	Projects included in the STIP are regionally significant and are prioritized by ODOT, metropolitan planning organizations, and area commissions on transportation. Projects utilizing these unallocated funds will target safety, equity, and climate and invest more in active transportation and safety for all modes.
Recreational Trails Program *Administrated by OPRD*	Approximately $1.5M allocated each year. Minimum grant request: $10,000. Recommended grant request maximum: $150,000 for non-motorized proposals. Applicants must commit to at least 20% match. Match can include volunteer labor or other donations.	Funds to develop, improve, or expand motorized and non-motorized trails and their facilities. RTP funding is intended for recreational trail projects and can be used for construction of new trails, major rehabilitation of existing trails, development or improvement of trailhead or other support facilities, acquisition of land or easements for the purpose of trail development, and safety and education projects.	This funding source is very competitive, and funding is based on the needs identified in the Oregon Statewide Trails Plan.
Oregon Community Paths *Administrated by ODOT*	The 2026 Solicitation will have an estimated $9 million for the multimodal active transportation and transportation operating fund. Project Refinement funding: $400,000 to $750,000 per project. Construction funding: $1,000,000 to $6,000,000 per project.	Supports multiuse path projects; including paths that pass through a park, along a greenway, to connect community centers, services, housing, employment, schools, and recreation. Relevant community path projects: Critical Links – walking and biking connections to schools, downtowns, shopping, employment, and other essential destinations.	OCP projects must serve a transportation purpose (not recreational). The Historic Rail Corridor (HRC) project is likely to fall under the Critical Links project type.

Source	Funding $ Available	Description	Eligibility and Considerations
Local Government Grant Program (LGGP) *Administrated by OPRD*	Approximately $14 million available annually Small Community Planning Grants: Maximum of $50,000 Small Grant Request: Maximum $100,000 Large Grant Requests: Maximum $1,000,000 Land acquisition projects: $1,000,000 20% match required for cities under 5,000 population	Awards grant funds for outdoor park and recreation areas and facilities, acquisition of property for park purposes, bicycle and pedestrian recreation and transportation trails, bicycle recreation opportunities, and non-motorized water-based recreation.	Eligible projects involve property acquisition, development, major rehabilitation projects, and planning and feasibility studies. Past projects funded include non-motorized trails and a feasibility study for converting an abandoned railroad bridge to pedestrian, bicycle, and non-motorized use.
Small City Allotment (SCA) Grants *Administrated by ODOT*	$5M is allocated each year. Maximum award of $250,000 per selected project. No match required.	Many types of projects, with preference given to those projects that remedy safety or capacity issues. Grants available only to cities under 5,000 people. Eligible projects must be on city streets that are not part of a county road or the state highway system. Since SCA is a reimbursement program, City must pay project expenses priori to seeking reimbursement.	SCA funds can only be used on streets that are "inadequate for the capacity they serve or are in a condition detrimental to safety" (ORS 366.805). Some agencies use SCA funds as a local match for larger projects that also meet the intent of SCA. The last $100,000 award (West Main St) is on hold by ODOT until the $1.5 million in federal CDS funds is used. Carlton is unlikely to be eligible again before 2027.
Safe Routes to School (SRTS) *Administrated by ODOT*	$60,000 to $2,000,000 New funding program guidance for 2026 is under development by ODOT. 20% to 40% match required.	Projects that improve, educate, or encourage children safely walking or biking to school. Projects within a one-mile radius of a school, within a local roadway, and in a jurisdictional plan. Projects in smaller communities, for elementary and middle schools, and that can demonstrate substantial need are likely to fare best.	Carlton could apply for SRTS funding to construct TSP projects that will improve multimodal connections to Yamhill Carlton Elementary School. Eligible expenditures include land acquisition, capital construction, design, and engineering services. Carlton has been excluded from past eligibility due to income thresholds.
Sidewalk Improvement Program (SWIP) *Administrated by ODOT*	$7.4 million annually for federal fiscal years 2022 to 2024. No match is required. State Pedestrian and Bicycle funds can be used as a match for federal dollars.	Allocates funds to improve walking and biking infrastructure (e.g., crossings, sidewalks, bike facilities) on or along state highways. Provides grants on a rotating regional basis to construct larger pedestrian and bicycle	Eligible for improvements on or along state highways. Funds can be added onto another project if it is a bikeway, walking, or crossing improvement that improves safety or access for people walking and biking.

Source	Funding $ Available	Description	Eligibility and Considerations
		projects (or bundles of systemic improvements) needed to address priority needs identified in the Oregon Bicycle and Pedestrian Plan (OBPP) and Active Transportation Needs Inventory (ATNI).	Main Street through downtown Carlton currently scores in the 90th and 95th percentile for people walking and biking according to the ATNI web map.

ODOT = Oregon Department of Transportation

OPRD = Oregon Parks and Recreation Department

Note: Inclusion of an improvement in this TSP does not represent a commitment by ODOT to fund, allow, or construct the Project. Projects on the State of Oregon Transportation System that are contained in the TSP are not considered "planned" projects until they are programmed into the Statewide Transportation Improvement Program (STIP). As such, Projects proposed in the TSP that are located on a State system cannot be considered as mitigation for future development or land use actions until they are programmed into an adopted STIP or ODOT provides a letter indicating that the Project is "reasonably likely" to be funded in the STIP. State Highway Projects that are programmed to be constructed may have to be altered or canceled at a later time to meet changing budgets or unanticipated conditions such as environmental constraints.

Table 5. Potential Local Funding Sources for TSP Projects

Source	Funding Available	Description	Considerations
Existing Sources			
System Development Charges (SDC)	Variable; based on the Carlton FY26 budget, the City has been able to consistently generate ~$1 million per year through a combination of beginning fund balance, interest, and transportation receipts.	The SDC fund accounts for the construction of capacity-related improvements required for future growth to meet community needs SDCs, according to state law, must be spent only on projects that increase capacity of the system; maintenance or preservation projects are not eligible for SDC use.	The City already levies SDCs on new development. Transportation SDCs are used by city governments to fund capital improvements from their TSPs and/or capital improvement programs. The City could consider increasing SDCs.
Permits	Funding is based on the number of permit applications to the City. Type A, B, and ROW permit revenues have fluctuated in recent years, with Carlton assuming decreased permit revenue for the Street Fund in FY26.	Carlton requires permits for the construction, altering, or grading on infrastructure such as streets, sidewalks, curbs. These monies obtained from permit applications are funneled into the Street Fund to bolster maintenance and repair efforts.	The City could consider increasing permit fees. While these funds are used for maintenance and repair, this could free up other funding within the Street Fund for capital projects.
Partnerships	Varies based on location.	Carlton can leverage partnerships with ODOT and other public partners to fund projects that overlap with publicly owned facilities. Carlton can also explore public-private partnerships with developers to encourage or mandate the funding of transportation projects	OR 47 is owned by ODOT. The TSP will include improvements on OR 47 that may be eligible for ODOT funding. Carlton has leveraged partnerships in the past with ODOT to study a realignment of OR 47. The City may consider collaborating with developers to fund

Source	Funding Available	Description	Considerations
		adjacent to new development.	transportation improvements associated with new development proposals. These requirements are outlined in the City's Development Code. Transportation improvements must be in the TSP to be eligible for developer-led implementation.
Local Cost Sharing and Coordination	Varies	The City can pursue local cost-sharing strategies by aligning TSP projects with other public improvements or private development. Examples include combining street paving with bike lane striping or sharing sidewalk costs with developers. Coordinating with other agencies and bundling transportation upgrades with utility projects can further stretch limited local funds.	Specific efforts must be consistent with and legal per Carlton's Municipal Code
Possible New Sources			
Local fuel tax	Of those cities that currently assess local fuel taxes, most smaller cities charge between $0.01 and $0.03 per gallon. It is difficult to estimate the potential revenue generated by a local fuel tax without knowing annual fuel sales.	Dozens of Oregon communities levy local fuel taxes, the revenues from which are entirely available for use locally.	A local fuel tax can be enacted through legislative action by the city council or by putting the tax to a public vote. An advantage of fuel taxes is that they generate revenue from a broad user base, including residents, tourists, and drivers passing through OR 47. However, with only one fuel station in Carlton, the revenue potential from this source is likely limited.
Franchise/Utility Fees	Variable	Franchise fees, charged to utility companies operating in Carlton using public ROW and/or property currently contribute to revenue for the City's General Fund. Utility fees charged to residents currently pay for delivering safe water and treating wastewater.	Carlton has experienced a significant 103% increase in water and sewer rates over the past seven years. Given the public sensitivity and political climate, suggesting additional utility-based fees should be approached with extreme caution. Any proposed sidewalk or transportation fee would need to be small and narrowly justified.
General Obligation (GO) Bonds	GO bonds can be issued for a wide variety of purposes	GO bonds can help finance construction of capital	Carlton voters have previously approved of a

Source	Funding Available	Description	Considerations
	within the bonding capacity of the City.	improvement projects by borrowing money and paying it back over time in smaller installments. Bonds are typically backed by new revenue, such as an additional property tax levy. Usually, a specific package of improvements is identified, and a levy is put to a local vote, then the revenue stream is bonded.	GO Bond in FY16 for the pool project. However, this remains a politically sensitive topic in Carlton and a GO Bond has not been used for transportation projects.
Local Option Street Tax Fund	Local option street taxes are placed on the tax roll in the form of a rate per $1,000 of assessed value.	Most taxing districts can ask voters for temporary taxing authority above the permanent rate limitation, known as "local option tax." Local option taxes are limited to five years for operation and 10 years for capital construction purposes. These funds can be used for the maintenance, repair, and construction of the street, drainage, and pedestrian facilities.	Carlton does not currently levy a local option street tax. This tax must be approved by voters.
Public or Local Improvement Districts	Improvement Districts vary substantially in funding amounts. Funding available can include any amount the LID agrees to for capital improvements.	An Improvement District is a method by which a group of property owners can share the cost of infrastructure improvements, most commonly for transportation and stormwater projects. Financing is offered for up to 10 years, with the first payment not due until after the project is complete.	The City could identify specific infrastructure improvement projects and implement an Improvement District with clear funding sources. However, the small area of the City (0.8 square miles) may limit the feasibility and value of a potential district.
Transportation Maintenance Fee (also known as transportation utility, street user, or road user fees)	Fees vary significantly from city to city.	Based on use of the transportation system; collected from residences and businesses. These fees are typically assessed monthly to residents, businesses, and other non-residential uses. Some cities charge a flat fee regardless of the type of use. Other cities have different fees for residences versus other uses.	The City currently does not levy a transportation maintenance or utility fee; however, many Oregon jurisdictions levy such a fee to pay for maintenance and operations of city streets. Carlton may consider charging such a fee to fund a greater share of maintenance costs, thereby freeing resources for capital projects. Fees could be collected to help with transportation maintenance costs. Such a fee is anticipated to be politically controversial and

Source	Funding Available	Description	Considerations
			must be addressed strategically.

7.1 Implementation Strategies

The following implementation strategies represent opportunities to supplement existing funding sources for transportation projects in Carlton.

- **Secure federal and state grants.** The City could secure federal and state grants to close the funding gap. Projects may be eligible for funding depending on the type of project, land ownership (local, state, or federal), and project cost. It is important to note that federal funding programs often require a "certified agency" such as ODOT to delivery projects, which may increase the cost of local implementation. Some of the most likely grants include the following:
  - The City's population will continue to be within the qualifying population threshold for Small City Allotment (SCA) grants, such that the City would be eligible to receive up to $250,000 every other year. **As noted above, the City will not be eligible for future SCA funds until 2027.**
  - The City should pursue other funding grants such as Safe Routes to School, Sidewalk Improvement Program, and Oregon Community Paths, as projects in the TSP will likely be eligible for these programs. **However, Carlton's income often precludes the City's participation in these programs.**
- **Consider a Transportation Utility Fee.** The City could explore implementing a Transportation Utility Fee (TUF) to be added to local utility bills. The TUF fee would be used to fund sidewalk improvements, repair, and preservation, and could serve as a substantial new source of funding for the Citywide Sidewalk Repair Program (SIP-1). TUF fees have been used successfully to fund transportation infrastructure in other small and mid-sized communities throughout Oregon such as Medford, Corvallis, and Medford. Another benefit to TUF fees is that they effectively remove the burden of sidewalk repair and preservation from individual homeowners and makes it a City responsibility as a steward of public funds. Because they are considered fees (and not taxes), they can be implemented by city ordinance if they are legally defined as fees. However, if legally challenged and deemed a tax, they could become subject to voter referendum requirements.
  - *When considering additional revenue options—such as modest utility or franchise-fee adjustments and, in the long term, voter-approved bonds, the City should weigh impacts on ratepayers and overall affordability.*
- **Leverage and coordinate infrastructure projects.** Carlton can pursue funding from a range of federal, state, and local sources, but additional efficiencies can be gained by aligning transportation improvements with other infrastructure work. For example, coordinating water or wastewater upgrades with TSP-related street or curb ramp improvements can reduce costs and prevent the need for future roadway excavation. Bikeway projects primarily consisting of striping and signage can be timed with repaving efforts to minimize disruption and maximize efficiency.
- **Use grant funding to meet local match requirements.** Some grant programs allow funds to be used as a match for federal funding, potentially eliminating the need for local monetary contributions and freeing up resources for additional projects. Planning and feasibility grants

can also be strategically leveraged to prepare projects for future funding opportunities and accelerate implementation.

Appendix A

Cost Estimates

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
2				**UNITS**					
3	R-1	Proposed Roadway and Safety Improvements	OR 47/ Yamhill Street and Main Street Intersection Improvement	Four-way stop control, geometric improvements, signage, and ped crossing improvements.	Near	$$	Yes	$ 278,260	$ 362,000
4	R-2	Proposed Roadway and Safety Improvements	OR 47/ Pine Street and Main Street Intersection Improvement	Four-way stop control, geometric improvements, signage, and ped crossing improvements.	Near	$$	Yes	$ 278,260	$ 362,000
5	R-3A	Proposed Roadway and Safety Improvements	OR 47 / Wilson Street Intersection Improvement	Near-Term: Consider access management strategies, improved pedestrian crossings, stop signs, geometry enhancements, signage, and roadway markings.	Near	$$	Yes	$ 278,260	$ 362,000
6	R-3B	Proposed Roadway and Safety Improvements	OR 47 / Wilson Street Intersection Improvement	Future Phase: Install a roundabout to improve safety and traffic operations at the gateway into town. Supports recent residential development in the south part of town. Consider mini- and/or single-lane designs with mountable aprons to accommodate freight and emergency response vehicles.	Long	$$$$	**No**	$ 5,016,060	$ 6,626,000
7	R-4	Proposed Roadway and Safety Improvements	Close S Pine Street Access to OR 47	Close local access from S Pine Street to OR 47 to improve traffic safety. Supports Phase R-3A.	Medium	$$	Yes	$ 185,000	$ 241,000
8	R-5	Proposed Roadway and Safety Improvements	Close S Arthur Street access to OR 47	Close the local access from S Arthur Street to OR 47 to improve traffic safety. Supports Phase R-3A.	Medium	$$	Yes	$ 182,500	$ 238,000
9	R-6	Proposed Roadway and Safety Improvements	West Carlton Gateway: W Main Street, W City Limits	Install feedback sign and gateway treatments.	Near	$	Yes	$ 136,530	$ 178,000
10	R-7	Proposed Roadway and Safety Improvements	South Carlton Gateway: OR 47, S City Limits	Install feedback sign and gateway treatments.	Near	$	Yes	$ 29,000	$ 38,000
11	R-8	Proposed Roadway and Safety Improvements	Carlton Elementary Painted Intersection	Create a painted intersection at S 3rd and E Polk Streets at Carlton Elementary to help calm traffic speeds and support Safe Routes to School.	Near	$	Yes	$ 77,500	$ 78,000
12	R-9	Proposed Roadway and Safety Improvements	W Johnson Street Extension	Extend W Johnson Street between N Kutch Street and N Gilwood St to improve east-west connectivity across the railroad right-of-way.	Long	$$	**No**	$ 246,500	$ 321,000

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
13	R-10	Proposed Roadway and Safety Improvements	E Madison Street Reconstruction	Improve gravel roadway along E Madison Street from N 2nd Street to N 4th Street complete with curb, gutters, and pedestrian infrastructure to improve residential access and meet local street standards.	Long	$$$	**No**	$ 1,171,260	$ 1,523,000
14	R-11	Proposed Roadway and Safety Improvements	Roosevelt Street Extension	Construct new roadway segments to close network gaps between W and E Roosevelt Streets, and between E Roosevelt and Zimmerman Road. Improves east-west multimodal connectivity and improves residential access.	Long	$$$ to $$$$	**No**	$ 3,288,500	$ 4,276,000
15	BR-1	Proposed Roadway and Safety Improvements	Hawn Creek Bridge Repair or Replacement	Repair or replace the Hawn Creek Bridge at the east end of Carlton rated by ODOT as “poor.” Structure is owned by Yamhill County and will require interjurisdictional coordination.	Long	TBD	**No**	$ 877,000	$ 1,141,000
16	PMP-1	Proposed Roadway and Safety Improvements	City-Wide Pavement Management Program	Ongoing support for the City’s existing pavement management and repair program.	Long	$$$ to $$$$	**No**	$ 5,461,700	$ 7,101,000
17	SIP-1	Proposed Pedestrian Improvements	City-Wide Sidewalk Infill Program	Add a city-wide program addressing sidewalk gaps. Requires coordination with Pavement Management Program (PMP-1) over multiple years.	Long	$$$ to $$$$	**No**	$ 13,172,100	$ 17,124,000
18	HRC-1	Proposed Pedestrian Improvements	Historical Railroad Corridor Shared-Use Path	Create a new local shared-use path connection to enhance north-south pedestrian and bicycle connectivity. Requires coordination with Yamhill County and phased implementation plan.	Near	$$$$	Yes	$ 607,700	$ 791,000
19	P-1	Proposed Pedestrian Improvements	OR-47 / Yamhill Street from Main Street to northern terminus	Close multiple sidewalk gaps on both sides of the street to facilitate pedestrian travel along OR 47 / Yamhill north of Downtown	Long	$$ to $$$$	**No**	$ 2,490,300	$ 3,238,000
20	P-2	Proposed Pedestrian Improvements	N Kutch Street, from W Monroe Street to W Johnson Street	Close sidewalks gaps north of E Monroe St and north of W Johnson St to create a continuous parallel pedestrian route off of OR 47 / Yamhill Street.	Long	$$	**No**	$ 1,470,200	$ 1,912,000
21	P-3	Proposed Pedestrian Improvements	S Park Street, from W Grant Street to E Polk Street	Create a continuous parallel pedestrian route off of OR 47 / Pine and improve connections to SRTS route on E Polk St.	Near	$$	Yes	$ 1,537,300	$ 1,999,000
22	P-4	Proposed Pedestrian Improvements	E Washington Street, from S Park Street to S 3rd Street	Improves connectivity in the southeast neighborhoods and to Yamhill Carlton Elementary School; improve connections to 3rd Street SRTS route.	Long	$$	Yes	$ 1,246,700	$ 1,621,000
23	P-5	Proposed Pedestrian Improvements	E Polk Street, from S Park Street to 3rd Street	Close sidewalk gap between S Park St and S Pine Street and complete E Polk St sidewalks on the south side of the street. Improves safety along E Polk St SRTS route.	Near	$$	Yes	$ 736,200	$ 957,000

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
24	P-6	Proposed Pedestrian Improvements	N 3rd Street from E Main Street to E Polk St	Address sidewalk gaps along 3rd Street SRTS route to improve pedestrian access to Elementary School.	Near	$$$	Yes	$ 1,244,000	$ 1,618,000
25	P-7	Proposed Pedestrian Improvements	N 4th Street, from E Main Street to E Jefferson Street	Closes a gap in the pedestrian network on the east side of N 4th Street. Provides a more comfortable pedestrian facility for traveling in the northern neighborhood toward downtown.	Long	$$$	**No**	$ 984,300	$ 1,280,000
26	P-8	Proposed Pedestrian Improvements	Jefferson Street, from N 1st Street to N 4th Street	Closes a gap in the pedestrian network on the east side of Jefferson Street. Provides a more comfortable pedestrian facility for traveling in the northern neighborhood.	Medium	$$ to $$$	Yes	$ 698,400	$ 908,000
27	P-9	Proposed Pedestrian Improvements	E Grant Street from W Scott to S Kutch Street	Improve existing and construct new sidewalks to improve east-west connectivity along E Grant Street and gap between S Scott Street and S Yamhill Street. Enhances pedestrian connectivity to Ladd Park – Carlton Pool and supports future pedestrian network.	Long	$$$	**No**	$ 867,300	$ 1,128,000
28	PP-1	Proposed Pedestrian Improvements	Hawn Creek Corridor within City Limits	Construct a local pedestrian walking path along the Hawn Creek corridor; consider low-impact design elements such as compacted fill, signage, and interpretation sites. Crossings of Hawn Creek present significant technical and environmental barriers to implementation.	Long	$$ to $$$	**No**	$ 851,070	$ 1,107,000
29	PP-2	Proposed Pedestrian Improvements	E Washington Street, from S Park Street to S 3rd Street	Provides an interim pedestrian connection to enhance access between neighborhoods and Yamhill Carlton Elementary School. Improves connections to 3rd Street SRTS route. Supports implementation of (P-4).	Near	$$ to $$$	Yes	$ 139,300	$ 182,000
30	PP-3	Proposed Pedestrian Improvements	W Roosevelt Street from OR 47/ N Yamhill Street to N 4th Street	Provides an interim pedestrian connection to improve neighborhood access along the north end of the City. Supports implementation of R-11.	Near	$$ to $$$	Yes	$ 139,300	$ 182,000
31	C-1	Proposed Crossing Improvements	OR 47 / Yamhill and Jefferson St	Standard Crossing	Near	$	Yes	$ 272,980	$ 355,000
32	C-2	Proposed Crossing Improvements	OR 47 / Yamhill and W Madison St	Enhanced Crossing	Near	$ to $$	Yes	$ 313,180	$ 408,000
33	C-3	Proposed Crossing Improvements	OR 47 / Yamhill and W Monroe St	Enhanced Crossing	Near	$ to $$	Yes	$ 313,180	$ 408,000
34	C-4	Proposed Crossing Improvements	OR 47 / Main Street and Kutch St	Enhanced Crossing	Near	$ to $$	Yes	$ 278,210	$ 362,000

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
35	C-5	Proposed Crossing Improvements	OR 47 / Main Street and Park Street	Enhanced Crossing	Near	$ to $$	Yes	$ 310,310	$ 404,000
36	C-6	Proposed Crossing Improvements	OR 47 / S Pine Street and E Grant Street	Enhanced Crossing	Near	$ to $$	Yes	$ 310,310	$ 404,000
37	C-7	Proposed Crossing Improvements	OR 47 / S Pine Street and E Washington Street	Standard Crossing	Near	$	Yes	$ 272,980	$ 355,000
38	C-8	Proposed Crossing Improvements	OR 47 / S Pine Street and E Polk St	Standard Crossing	Near	$	Yes	$ 272,980	$ 355,000
39	C-9	Proposed Crossing Improvements	E Grant Street and S Scott Street	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
40	C-10	Proposed Crossing Improvements	E Grant Street and S Yamhill Street	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
41	C-11	Proposed Crossing Improvements	E Grant Street and S Park Street	Enhanced Crossing	Medium	$ to $$	Yes	$ 313,180	$ 408,000
42	C-12	Proposed Crossing Improvements	S Park Street and E Washington Street	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
43	C-13	Proposed Crossing Improvements	E Polk Street and Historic Railroad Corridor	Standard Crossing	Long	$	Yes	$ 272,980	$ 355,000
44	C-14	Proposed Crossing Improvements	W Lincoln St and Historic Railroad Corridor	Standard Crossing	Long	$	Yes	$ 272,980	$ 355,000
45	C-15	Proposed Crossing Improvements	S Arthur Street and W Cleveland St	Standard Crossing	Long	$	Yes	$ 272,980	$ 355,000
46	C-16	Proposed Crossing Improvements	E Main Street and N 1st Street	Enhanced Crossing	Medium	$ to $$	Yes	$ 310,310	$ 404,000
47	C-17	Proposed Crossing Improvements	E Main Street and N 3rd Street	Enhanced Crossing	Medium	$ to $$	Yes	$ 313,180	$ 408,000
48	C-18	Proposed Crossing Improvements	S 3rd Street and E Washington Street	Enhanced Crossing	Near	$ to $$	Yes	$ 310,310	$ 404,000
49	C-19	Proposed Crossing Improvements	N 3rd Street and E Taft Street	Enhanced crossing	Near	$ to $$	Yes	$ 310,310	$ 404,000
50	C-20	Proposed Crossing Improvements	N 3rd Street and E Polk Street	Enhanced crossing	Near	$ to $$	Yes	$ 310,310	$ 404,000

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
51	C-21	Proposed Crossing Improvements	N 1st Street and E Jefferson St	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
52	C-22	Proposed Crossing Improvements	N 4th Street and E Jefferson St	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
53	C-23	Proposed Crossing Improvements	N 4th Street and E Johnson Street	Standard Crossing	Medium	$	Yes	$ 272,980	$ 355,000
54	C-24	Proposed Crossing Improvements	N 7th Street and N 8th St	Improve existing standard crossing	Long	$ to $$	Yes	$ 313,180	$ 408,000
55	C-25	Proposed Crossing Improvements	E Washington Street and Historic Rail Corridor	Standard Crossing	Long	$	Yes	$ 272,980	$ 355,000
56	B-1	Proposed Bicycle Improvements	Main Street: - West City Limits to OR 47 / Yamhill Street - OR 47 / Pine Street to N 7th Street	Install striped shoulder bicycle lanes. Consider striped buffers.	Near	$$	Yes	$ 65,400	$ 85,000
57	~~B-2~~	~~Proposed Bicycle Improvements~~	~~OR 47 /Main Street, N Yamhill to S Pine St~~	~~Install downtown sharrows and signage.~~	~~Near~~	~~$~~	~~Yes~~	~~N/A~~	~~N/A~~
58	B-3	Proposed Bicycle Improvements	E Grant Street, from OR 47 / S Pine Street to Carlton Lower Park-Wennerberg Park	Install sharrows and signage	Near	$ to $$	Yes	$ 45,100	$ 59,000
59	B-4	Proposed Bicycle Improvements	S Park Street, between W Main Street and E Polk Street	Install sharrows and signage.	Near	$	Yes	$ 19,600	$ 26,000
60	B-5	Proposed Bicycle Improvements	E Washington Street, from S Park Street to S 7th Street	Install sharrows and signage.	Near	$	Yes	$ 33,000	$ 43,000
61	B-6	Proposed Bicycle Improvements	E Polk Street, from S Park Street to S 3rd Street	Install striped shoulder bicycle lanes. Consider striped buffers.	Near	$ to $$	Yes	$ 29,000	$ 38,000
62	B-7	Proposed Bicycle Improvements	S 3rd Street, from E Main Street to W Cleveland Street	Install striped shoulder bicycle lanes. Consider striped buffers.	Near	$$	Yes	$ 38,500	$ 51,000
63	B-8	Proposed Bicycle Improvements	N 7th Street within City Limits	Install sharrows and signage	Near	$	Yes	$ 62,700	$ 82,000
64	B-9	Proposed Bicycle Improvements	W Monroe Street from S Scott Street to N Kutch Street	Install sharrows and signage	Medium	$	Yes	$ 17,500	$ 23,000
65	B-10	Proposed Bicycle Improvements	N Kutch Street from OR 47 / Main Street to Roosevelt Street	Install sharrows and signage	Medium	$	Yes	$ 34,500	$ 45,000
66	B-11	Proposed Bicycle Improvements	E Monroe Street, from N Kutch Street to N 4th Street	Install sharrows and signage	Medium	$$	Yes	$ 40,200	$ 53,000

	B	C	D	E	F	G	H	I	J
1	**Project ID**	**Project Type**	**Draft Solution**	**Description**	**Project Time Frame**	**Order of Magnitude Cost**	**Cost-Constrained?**	**Total Construction Cost**	**Total Cost (including Engineering)**
67	B-12	Proposed Bicycle Improvements	N 1st Street from E Main Street to Roosevelt Street	Install sharrows and signage	Medium	$ to $$	Yes	$ 59,400	$ 78,000
68	B-13	Proposed Bicycle Improvements	N 4th Street from E Main Street to E Lincoln Street	Install sharrows and signage	Medium	$$	Yes	$ 46,600	$ 61,000
69	T-1	Proposed Public Transportation Improvements	SE corner of E Main Street and OR 47/S Pine Street	Develop Carlton Mobility Hub	Medium	$$ to $$$	Yes	$ 216,300	$ 282,000

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DATE: August 5, 2025

TO: Shannon Beaucaire, City of Carlton
Aimee Amerson, City of Carlton
Scott Whyte, MWVCOG
Michael Duncan, ODOT

FROM: Eddie Montejo, Parametrix
Robin Scholetzky, AICP, UrbanLens Planning LLC

SUBJECT: Technical Memorandum #5 | DRAFT Revised Implementing Ordinances

PROJECT: City of Carlton Transportation System Plan (TSP) Update

Introduction

This memorandum provides documentation of the suggested modifications to the City of Carlton's Municipal Code Title 17 (Development Code) ensure consistency with Oregon's Transportation Planning Rule (TPR). These suggested modifications are also intended to facilitate the implementation of the City of Carlton Transportation System Plan (TSP) policies, projects, and programs, pending adoption.

This memorandum has been updated based on the most recent feedback from Project Advisory Committee #4 (June 9, 2025) and Joint Work Session #3 (July 14, 2025).

The TSP is intended to be adopted in full by reference within the City's Comprehensive Plan. While nearly all TPR requirements have already been met through recent updates to the Development Code, the recommended edits aim to further clarify and align the code with state requirements—particularly in protecting transportation facilities, corridors, and sites, and ensuring coordination with service providers during land use application review.

These edits also strengthen cross-references between TSP standards and the Development Code to streamline implementation during land use review, including references to cross section street standards and the Future Street Plan. Updates to Comprehensive Plan Chapter 12 (Transportation) are also proposed, as the existing chapter anticipated the pending TSP process and requires substantial edits to reflect the new plan.

This memorandum includes the following attachments:

- **Appendix A: City of Carlton Proposed Code Edits** – Appendix A documents the proposed detailed strike-through and underline edits to Carlton's Title 17 Development Code resulting from the Code Audit (See Appendix C).
- **Appendix B: City of Carlton Proposed Comprehensive Plan Chapter**– Appendix B documents the proposed detailed strike-through and underline edits to the Transportation Chapter of the City's Comprehensive Plan resulting from the Code Audit (See Appendix C).
- **Appendix C:** Staff Report and Findings associated with adoption (to be added by City).

Carlton Comprehensive Plan Update (2024)

Although the City of Carlton adopted an updated Comprehensive Plan in May 2024, the transportation element was not updated as part of that process. As a result, the TSP is intended to serve as the functional transportation element of the Comprehensive Plan, fulfilling the requirements of Oregon's TPR and supporting Statewide Planning Goal 12. Adoption of the TSP, along with the proposed updates to City Title 17, will ensure the City's transportation policies, code, and long-range planning framework are aligned and consistent with state requirements. This approach provides a coordinated path forward for implementing multimodal transportation investments and supporting the City's development over time.

State Requirements

Oregon State Law requires local jurisdictions to adopt TSPs in accordance with the TPR, which implements Oregon's *Statewide Planning Goal 12: Transportation.* Goal 12 aims to "promote the development of safe, convenient, and economic transportation systems" that reduce reliance on automobiles.

The TPR, last updated in 2022, outlines the required components of a TSP and guides how to integrate transportation planning with comprehensive land use planning to support multi-modal transportation systems. The TPR requires that local jurisdictions update their development codes to ensure consistency between zoning and land use regulations and their TSP. The TPR also encourages communities to adopt clear and objective standards for development review related to transportation facilities and requirements for pedestrian and bicycle infrastructure.

Adoption Process

The draft Comprehensive Plan chapter, the Title 17 development code amendments and the Updated Transportation System Plan (TSP) require review by the Carlton Planning Commission, City Council, and the public, in accordance with Oregon's land use procedures. The adoption process is outlined below:

- **Joint Work Session #1:** Joint work session with the Carlton City Planning Commission and City Council to review and discuss transportation system improvements.
- **Joint Work Session #2:** Second joint work session to review Draft development code amendments and Draft Funding Strategy, and to receive preliminary input prior to formal adoption proceedings.
- **Joint Work Session #3:** Third joint work session to complete discussion on Draft revised development code amendments and funding strategy.
- **Joint Work Session #4:** Fourth work session to complete discussion on TSP funding strategy, and to receive final input before drafting of Planning Commission Draft Updated TSP, to be reviewed at Public Hearing #1 on August 11, 2025.
- **DLCD Notice:** In accordance with Oregon law (OAR 660-018), local governments must provide notice to the Department of Land Conservation and Development (DLCD) at least 35 days prior

to the first evidentiary hearing on a proposed amendment to a comprehensive plan or land use regulation.

- **Public Hearing #1 (Planning Commission):** An evidentiary hearing before the Planning Commission to review the Planning Commission Draft Updated TSP and proposed development code amendments. The Commission will consider public input and make a formal recommendation to the City Council.

- **Public Hearing #2 (City Council):** A public hearing before the City Council to adopt the Final Updated TSP and associated implementing amendments in the Comprehensive Plan and the City's Development Code. The Council will deliberate and may vote to adopt the TSP and amendments by ordinance.

- **Final Adoption:** Upon adoption by ordinance, the Transportation System Plan will be incorporated by reference into the City of Carlton Comprehensive Plan. The updated Comprehensive Plan chapter and development code provisions will also be adopted.

Appendix A

Revised Draft Title 17 Development Code Amendments

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DATE: August 5, 2025

TO: Shannon Beaucaire, City of Carlton
Aimee Amerson, City of Carlton
Scott Whyte, City of Carlton/MWVCOG
Gordon Munro, City of Carlton
Michael Duncan, ODOT

FROM: Eddie Montejo, Parametrix
Robin Scholetzky, AICP, UrbanLens Planning LLC

SUBJECT: DRAFT Implementing Ordinances |
APPENDIX A: *Revised* DRAFT Title 17 Development Code Amendments

PROJECT: City of Carlton Transportation System Plan (TSP) Update

APPENDIX A: *Revised* Draft Title 17 Development Code Amendments

Introduction

Suggested modifications to the City of Carlton's Municipal Code Title 17 (Development Code) to ensure consistency with the Carlton TSP Update (2025) and Oregon's Transportation Planning Rule (TPR) are provided below.

Summary of Proposed Code Edits

- The recent updates to the Carlton Comprehensive Plan (2024) and Development Code (2024) address nearly all TPR requirements.
- Further proposed edits conducted as part of the TSP update ensure consistent references between the TSP and Development Code to support effective land use review. These include references, cross-section street standards and the Future Streets Map.
- Changes also align the Development Code with state requirements to preserve the use and function of transportation facilities, corridors, and sites, and to ensure coordination with services providers during the land use application process.
- Draft edits to Comprehensive Plan Chapter 12, which currently acknowledges the pending TSP process, have been drafted as part of the TSP Update (see Appendix B). The TSP will be adopted by reference in the Comprehensive Plan.

- As of this draft (August 5, 2025), further edits to 17.64.040 right-of-way width and improvement standards have been incorporated based on input and recommendations received from the City Council and Planning Commission at Joint Work Session #2 (July 1, 2025), Joint Work Session #3 (July 14, 2025), and direct staff input.

How to Use this Document

- Code sections recommended for modification are shown with ~~strikethrough~~ (deletions) or underline (additions or changes). All changes (deletions, additions, and changes) are highlighted yellow.
- *Direction or discussion items for the Project Advisory Committee (PAC), Planning Commission, or City Council are boxed and highlighted in blue.*

Proposed Code Amendments

Division I General Provisions

17.12.020 – Definitions

The following words and phrases, when used in this title, shall have the meanings set forth in this section, except in those instances where the context clearly indicates a different meaning.

[sic]

"Street" means the entire width between the boundary lines of a public or private way of travel for the purpose of providing ingress and egress for vehicular and pedestrian traffic and the placement of utilities to one (1) or more lots, parcels, areas, or tracts of land. A private way is excluded that is created to provide ingress and egress to land in conjunction with the use of such land for forestry, mining, or agricultural purposes.

1. "Alley" means a thoroughfare not more than twenty (20) feet and not less than ten (10) feet in width, which has been dedicated or deeded to the public for public use providing a secondary means of access to abutting property.

2. "Arterial" means a street of considerable continuity that is used primarily for through traffic and interconnection between major areas and designated on the current Carlton comprehensive plan.

3. "Boundary" means a street that abuts the boundary of a development or site of a land use action.

4. "Collector" means a street supplementary to the arterial street system, used partly by through traffic and partly for access to abutting properties and designated on the current Carlton comprehensive plan.

5. "Cul-de-sac (dead-end)" means a short street with one (1) end open to traffic and the other terminated by a vehicle turn-around.

6. "Frontage road" means a public or private drive parallel and adjacent to an arterial street providing access to abutting properties, but protected from through traffic.

7. "Local access street" means a street intended primarily for access to abutting properties, but protected from through traffic.

8. "Private street" means a street or right-of-way serving a subdivision or planned unit development that is not dedicated to the public or accepted by the city.

9. “Pedestrian path” means an off-street facility or a walkway along an unpaved street designed primarily for pedestrian travel, providing safe and direct access separate from motor vehicle traffic, as designated in the Transportation System Plan.

10. “Shared-use path” (also known as a multi-use path) is a paved, off-road facility designed for non-motorized travel by various users, including pedestrians, bicyclists, wheelchair, and other users. These paths provide a separate travel area from motorized traffic to provide a low-stress experience for a diverse range of users.

11. “Mobility hub” A mobility hub is a defined area, located within or adjacent to the public right-of-way or on public or private property with pedestrian access, that integrates multiple transportation modes and amenities to facilitate public transportation access, support first-last mile connections, and enhance pedestrian and civic activity.

12. “Bikeway” A bikeway is any transportation facility designated to accommodate bicycle travel, as identified in the City’s adopted Transportation System Plan (TSP). Bikeways include striped on-street bike lanes, neighborhood bike routes (also known as bicycle boulevards or neighborhood greenways), and shared-use paths. These facilities may be located on or off the street and are designed to improve safety, connectivity, and comfort for people of all ages and abilities traveling by bicycle. Bikeways are referenced in *Chapter 17.64 Street Standards.*

Context for PAC/Planning Commission/City Council: *New definitions added for “pedestrian path”, “shared-use path”, and “mobility hub” based on their inclusion in the TSP. Also added a previously missing definition for “bikeway” in reference to the City’s Street Standards.*

Division II, Zoning and Development Provisions

17.30.060 - Downtown design standards

H. Civic Space and Pedestrian Amenities

1. Purpose. The City encourages the provision of civic space in new development through regulatory incentives. Civic space such as plazas, courtyards, patios, mobility hubs, and expanded sidewalks/outdoor seating areas should be provided along street frontages and where gaps between buildings occur. Civic spaces can make the downtown more attractive and inviting while providing informal gathering places for rest, ~~and~~ socialization, and accessing public transportation services.

5. Mobility hub standards. Mobility hubs are designated spaces that consolidate transportation services, amenities, and civic space enhancements to support seamless travel across modes while fostering a vibrant and inclusive public realm. Mobility hubs must be designed to complement adjacent civic spaces, plazas, or streetscapes and may be co-located with public gathering spaces. Design standards for public transportation elements shall be coordinated with Yamhill County Transit standards and may seek to integrate City permitted uses and elements including but not limited to public seating, shade structures, trash and recycling receptacles, public art or culturally reflective design features, landscaping, wayfinding signage or system maps, bicycle parking (racks or corrals), pedestrian-scale lighting, and ADA-compliant features. Mobility hubs proposed as part of a

development or streetscape improvement shall be subject to review and approval by the City Engineer or his or her authorized representative in coordination with Yamhill County Transit.

Context for PAC/Planning Commission/City Council: *The code has newly adopted standards for Civic Space and Pedestrian Amenities Standards---Suggested addition of language for future potential "mobility hub" in Downtown and permitted uses/features (public transportation features, customer information signage, lighting, art, bicycle racks, etc.)*

Division III General Development Standards

Chapter 17.60 General Provisions

17.60.010 Purpose

The purpose of this chapter is to:

E. Provide an economical, safe, accessible and multi-modal transportation system for the community in conjunction with the goals, policies and standards of the City's Transportation System Plan.

Context for PAC/Planning Commission/City Council: *Minor update to cross-reference the content of the Transportation System Plan.*

Chapter 17.64 Street Standards

17.64.010 - Purpose.

A. To provide for safe, efficient, and convenient vehicular movement in the city.

B. To provide adequate access to all proposed and anticipated developments in the city.

C. To provide adequate area in all public rights-of-way for sidewalks, bikeways, landscape strips, sanitary sewers, storm sewers, water lines, natural gas lines, power lines, and other utilities commonly and appropriately placed in such rights-of-way.

D. Preserve and protect the existing and intended function of the road and other transportation facilities.

E. Ensure that land uses authorized under Comprehensive Plan Map and Zoning Map amendments are consistent with the identified function, capacity, and level of service of transportation facilities as described in the City's adopted Transportation System Plan and Future Streets Map.

F. To ensure that public streets are improved to the function, capacity and level of service as described in the City's adopted Transportation System Plan and Future Streets Map (cross-referenced in 17.64.030 - General Provisions).

Context for PAC/Planning Commission/City Council: *Text updated to cross-reference the Transportation System Plan and Future Streets Map. Future Streets Map incorporated for reference in17.64.030 below.*

17.64.020 – Scope.

The provisions of this chapter shall be applicable to:

A. The creation, dedication, or construction of all new public or private streets, pedestrian facilities, and bikeways in all developments in the city.

B. The extension or widening of existing public or private street rights-of-way, easements, or street improvements including those which may be proposed by an individual or the city, identified by the City's adopted Transportation System Plan and Future Streets Map (cross-referenced in 17.64.030 - General Provisions), or which may be required by the city in association with other development approvals.

C. The construction or modification of any utilities, bikeways, ~~or~~ sidewalks, or other transportation infrastructure within public rights-of-way or private street easements.

Context for PAC/Planning Commission/City Council: *Updated to cross-reference the Transportation System Plan and Future Streets Map.*

17.64.030 - General Provisions.

The following provisions shall apply to the dedication, construction, improvement, or other development of all public streets in the city, and are intended to provide a general overview of typical minimum design standards. All streets shall be designed in conformance with the specific requirements of the most recently adopted Standard Specifications for Public Works Design Standards Construction in the City of Carlton and the Transportation System Plan.

The standard sections contained in Standard Specifications for Public Works Design Standards Construction in the City of Carlton and the Transportation System Plan are minimum requirements only and shall not be construed as prohibiting the city engineer from requiring thicker sections or engineer designed pavement sections in lieu of standard sections where conditions warrant.

A. The location, width, and grade of streets shall be considered in their relation to existing and planned streets, to topographical conditions, to public convenience and safety, and to the proposed use of the land to be served by the streets.

B. Development proposals shall provide for the continuation, and connection to, all streets, bikeways and pedestrian facilities within the development and to existing streets, bikeways and pedestrian facilities outside the development.

C. Alignment. All streets other than minor streets or cul-de-sac, as far as practical, shall be in alignment with existing streets by continuation of the centerline thereof. The staggering of street alignments resulting in "T" intersections shall leave a minimum distance recommended by the city engineer.

D. Future Extension of Streets. In order to promote the development of an efficient network of city streets and connections to state and county roads, development shall provide future street extensions as shown on the Future Streets ~~Plan~~ Map found in the Carlton Transportation System Plan (see Figure 1 below).

In addition to providing for future street extensions shown on the Future Streets Map, streets, bikeways and pedestrian facilities, shall also be extended to the boundary of a tract being developed, where necessary to give access to or permit a satisfactory future development of adjoining land. Reserve strips and street plugs may be required to preserve the objectives of street extensions.

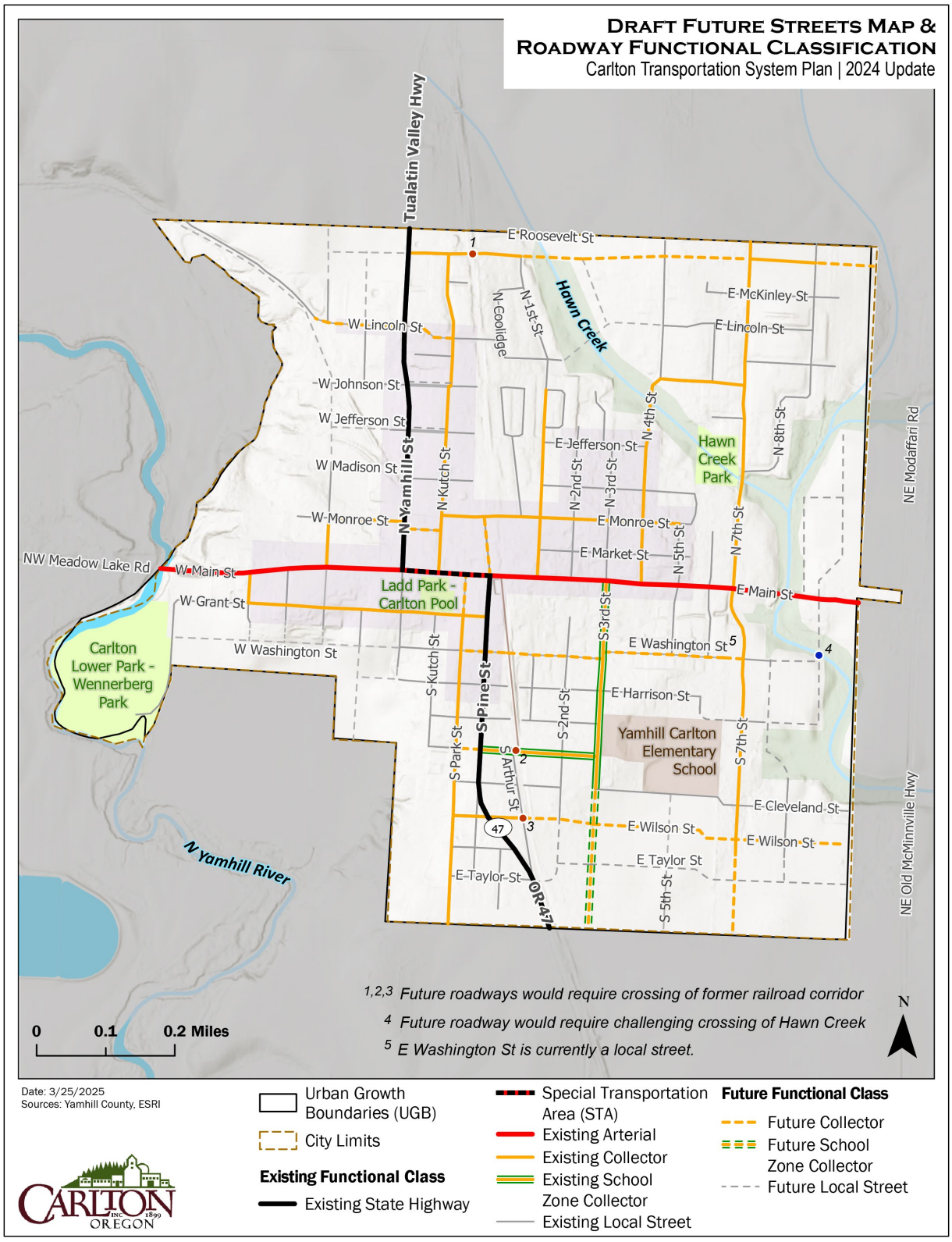


Figure 1. Carlton Future Streets Map (2025 TSP Update)

Context for PAC/Planning Commission/City Council: *Text updates to ensure consistency between code language and TSP. Future Streets Map (Figure 1) incorporated and cross-referenced with TSP.*

17.64.040 - Right-of-way and improvement widths.

The following standards are general criteria for all types of public streets, bikeways, landscape strips and sidewalks in the city. These standards shall be the minimum requirements for all streets, except where noted otherwise or where modifications are permitted under Section 17.64.050.

~~Street~~ Local Functional Classification		Max ROW Width (ft.) [7]	Min. Pavement Width (ft.)	Min. Travel Lane Width (ft.)	Min. Sidewalk Width (ft.)	Min. Landscape Strip (ft.)	Min. Bikeway Width (ft.)	Parking
Arterial	Highway 47 (N. and S. of Main St.)	65	~~50~~ 40	12	6 [1]	N/R	6	N/R
	Highway 47 (Main Street - STA)	60	40	12	10	N/R	None	2 sides
	Main Street (E. and W. of Highway 47)	65	50	12	6 [1]	N/R	5 (Striped)	2 sides
Collector	Existing ~~Street~~ Collector	55	~~40~~ 36	10	6 [1]	N/R	N/R [4]	2 sides
	New ~~Street~~ Collector	~~71~~ 60	~~46~~ 36	10	6 [1]	5	N/R [4]	2 sides, Intermittent [11]
	Existing School Zone Collector [3]	49	~~34~~ 35	10	6	N/R	5 [6] (Striped)	N/R [5]
	New School Zone Collector	60	36	10	6	5	6 (Striped)	N/R
Local [8]	Existing Residential	50	~~34~~ 36	10	5 [1]	~~5 (optional)~~ N/R	N/R	2 sides
	New Residential	58	36	10	5 [1]	5	N/R	2 sides
	Commercial/Industrial Districts	60	~~36~~ 38	11	5-10 [1]	5 (optional)	N/R	2 sides
	Local Narrow Option [2]	~~39~~ 49	~~26~~ 28	10	5	~~5~~ 4 (optional)	N/R	1 side (Optional)
	Alley	20	12 ~~feet~~	N/A	N/R	N/R	N/R	N/R

	Cul-de-sac bulb[10]	~~45~~ 48 foot radius	~~38~~ 48 foot radius	N/A	5	N/R	N/R	N/R
*Widths for travel lanes, sidewalks, landscape strips, and bikeways refer to minimum width requirements **per each side of the street** unless noted otherwise.*								

[1] Ten-foot sidewalks required along commercially zoned property. Total right-of-way not to exceed maximum of 60-feet.

[2] Local narrow option may be requested in residential areas only that provide access to nineteen (19) or fewer dwelling units, provided that all of the following conditions are met:

- A **minimum unobstructed width of twenty (20) feet must be maintained at all times** for fire and emergency vehicle access, free of parking, landscaping, or other encroachments
- The available right-of-way is forty-nine (49) feet or less, and additional dedication is not feasible due to existing development or site constraints.
- The total street segment does not exceed five-hundred (500) feet.
- All adjacent parcels meet minimum off-street parking requirements.
- The street does not function as a through-connection to other local streets or serve as a primary emergency access route.
- This street standard shall not be applied to new subdivisions where standard Local Residential Street dimensions can be met. This option may only be used with City approval upon findings that the above criteria are met and the design complies with applicable fire and emergency access standards.

[3] School Zone Collectors refer to 3rd Street from Main Street to Polk Street, ~~and~~ Polk Street from Pine Street to 3rd Street, and E Washington Street from 3rd Street to 7th Street.

[4] "Sharrow" pavement marking treatments and signage are permitted on Neighborhood Bicycle Routes identified in the Transportation System Plan. Striped bicycle lanes required on Grant Street from Yamhill Street to Pine Street, ~~and~~ Yamhill Street from Main Street to Grant Street, E Monroe Street from N Kutch to N 4th Street, and Main Street east and west of OR 47.

[5] On-street parking permitted to be included during design phase where ROW available.

[6] Bikeways refer to the total street width allocated to dedicated bicycle facilities and may include striped buffers, such as a 5' bike lanes and 1.5' striped buffers along School Zone Collector streets.

[7] Right-of-way width and improvement standards assume 1' shy distance on each side of the street.

[8] The property line radius at intersections of local streets shall be twenty (20) feet. All other intersection property line radii shall be according to the specifications of the city engineer.

[10] The radius of a cul-de-sac must be a minimum of 48' in width to support fire and emergency access per Oregon Fire Code (2022) Appendix D, Figure D103.1 Dead-End Fire Apparatus Access Road Turnaround, 96' diameter cul-de-sac.

[11] 7' flexible parking lanes allow for intermittent parking via curb bulb outs, providing additional ROW for widened sidewalks, landscaping, and street trees. Bulb outs within the parking lane shall provide spacing to accommodate a minimum of 2 parking stalls between each bulb, except at intersections where parking is not permitted.

(Ord. No. 2024-751, § 1, 6-25-2024)

Figure 2 below displays the OR 47 Special Transportation Area (STA). Figure 3 through Figure 23 reference TSP-adopted right-of-way and improvement standards using illustrated cross-sections. The cross-sections provide dimensional standards and must be also consistent with Public Works Design Standards and receive City approval prior to implementation.

Figure 2. OR 47 Special Transportation Area (STA)

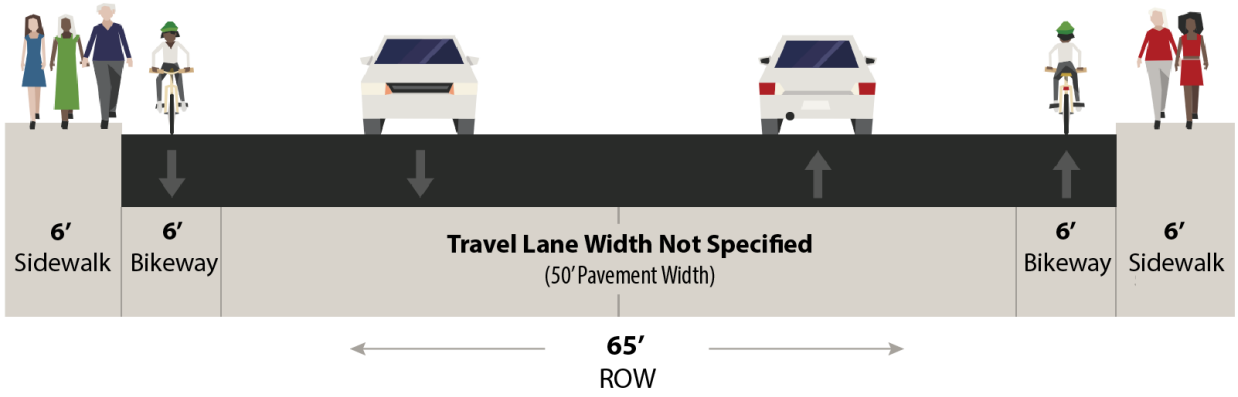


Figure 3. Arterial | OR 47 (N and S of Main Street) – Existing

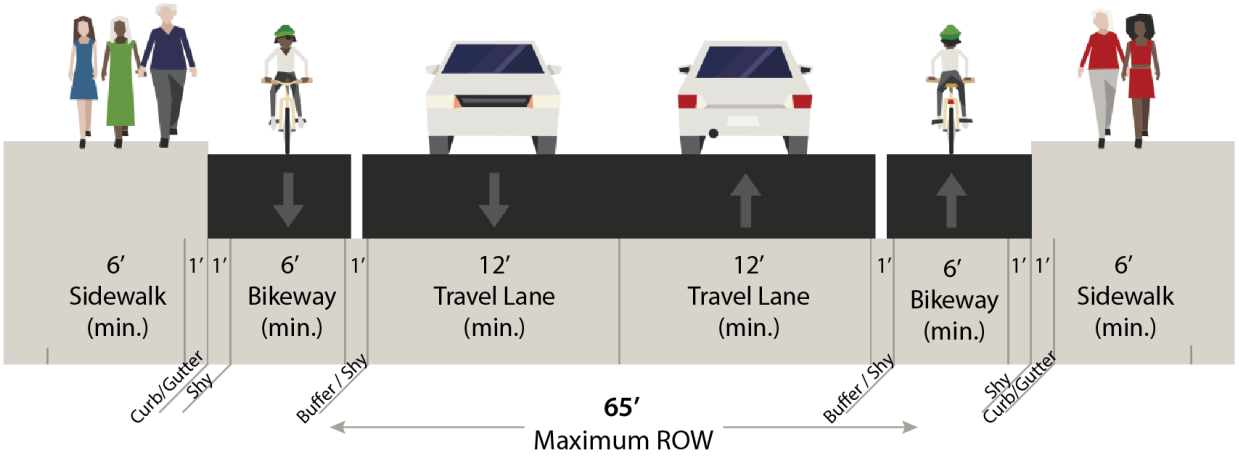


Figure 4. Arterial | OR 47 (N and S of Main Street) – Proposed

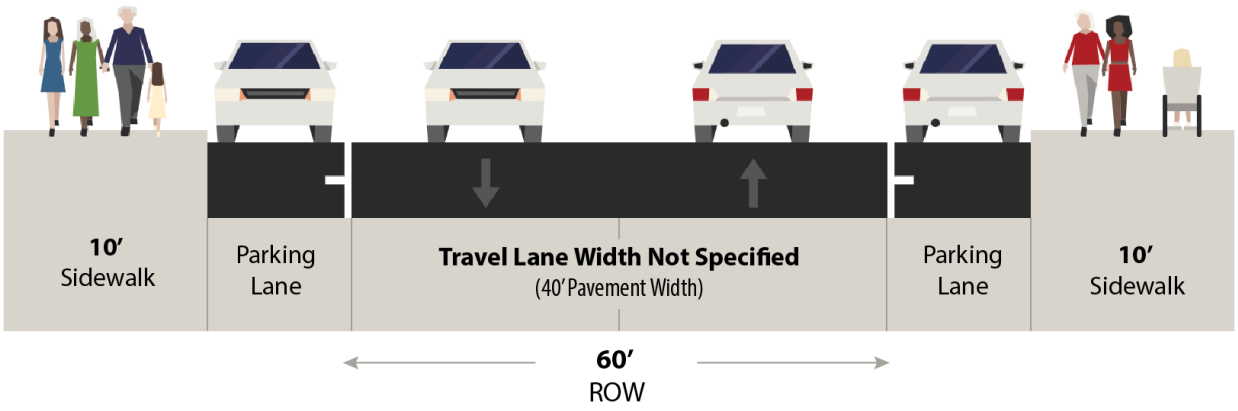


Figure 5. Arterial | OR 47 (Main St STA) – Existing

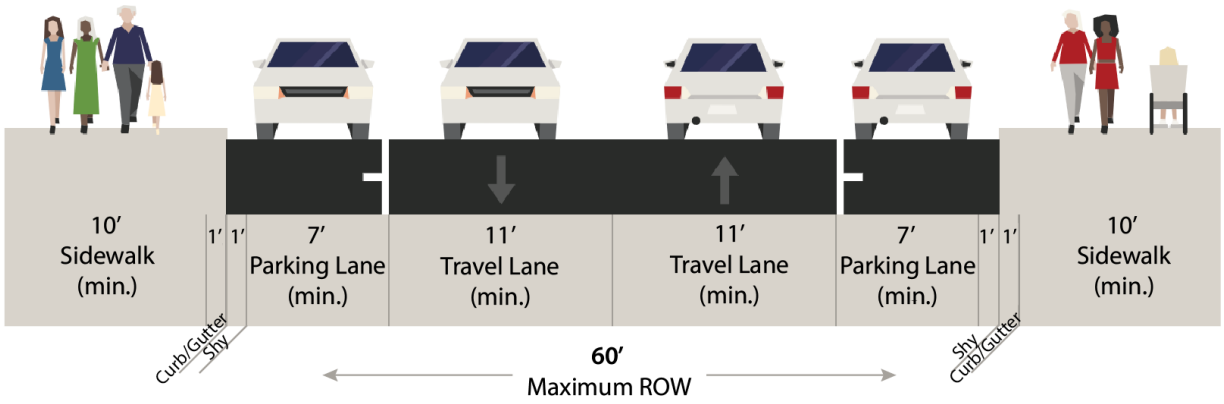


Figure 6. Arterial | OR 47 (Main St STA) – Proposed

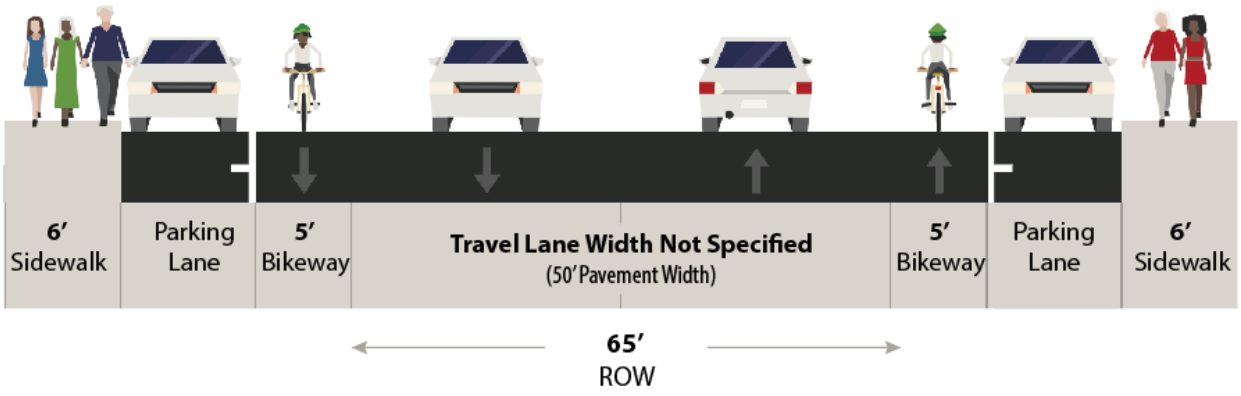


Figure 7. Arterial | Main Street – E and W of OR 47 – Existing

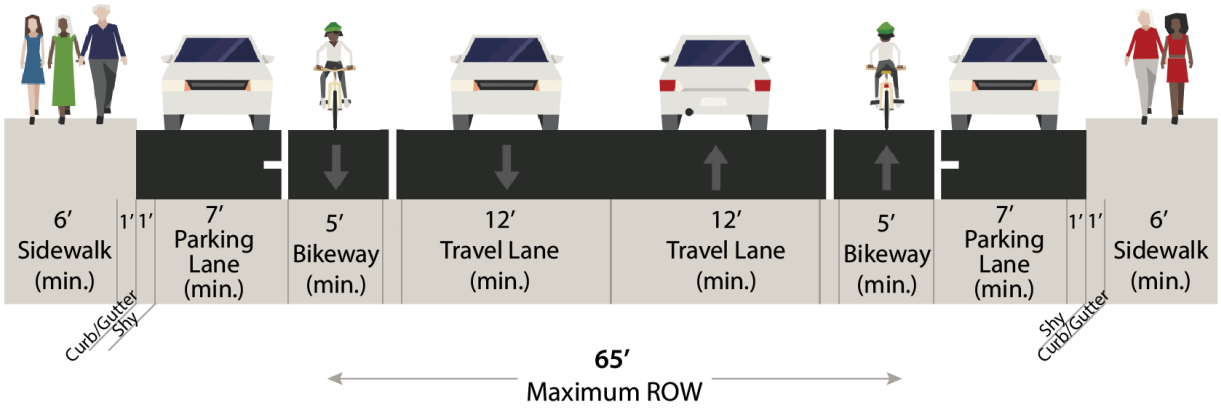


Figure 8. Arterial | Main Street – E and W of OR 47 – Proposed

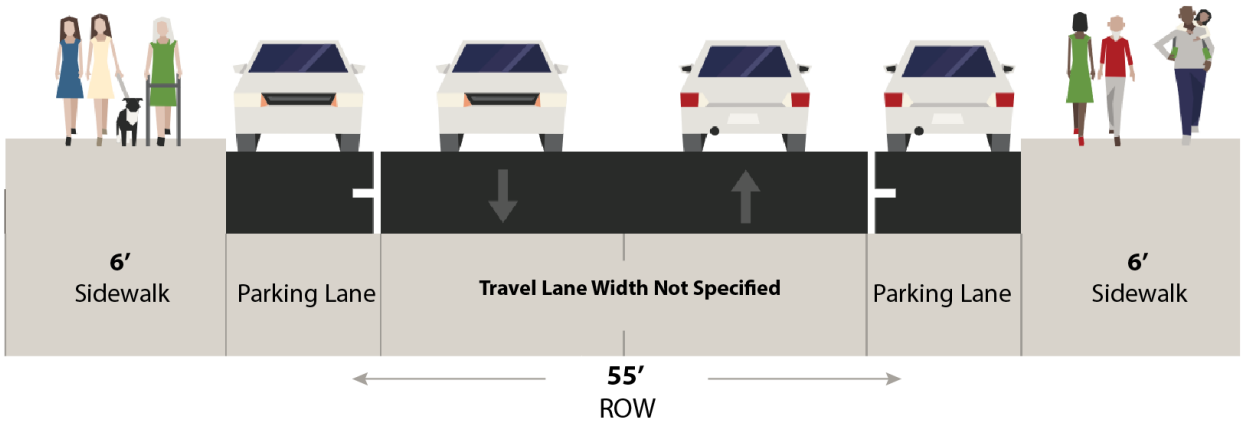


Figure 9. Collector | Existing Streets – Existing

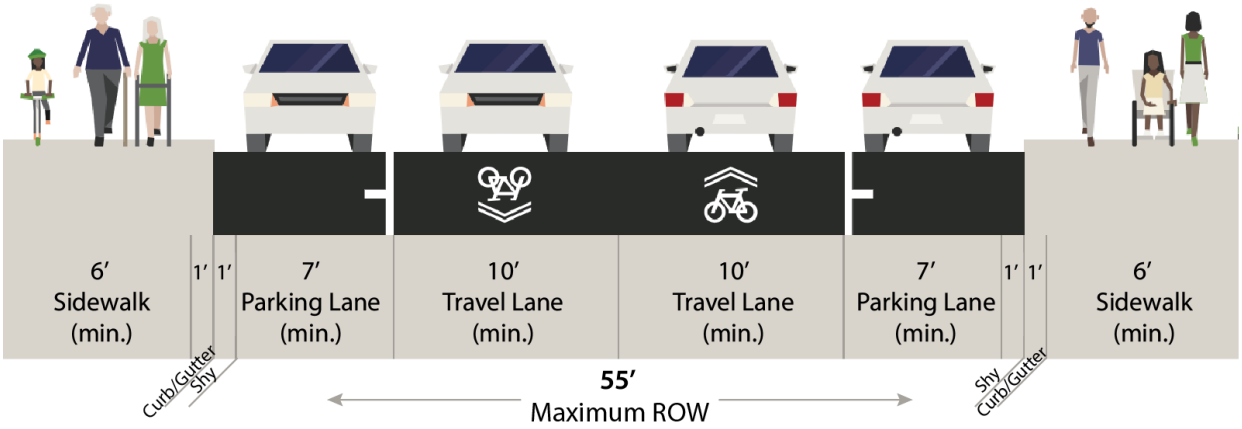


Figure 10. Collector | Existing Streets – Proposed

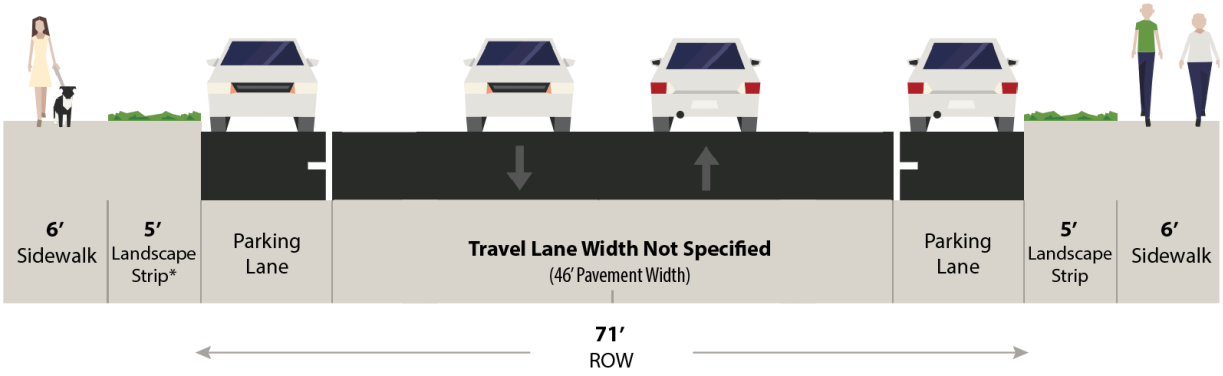
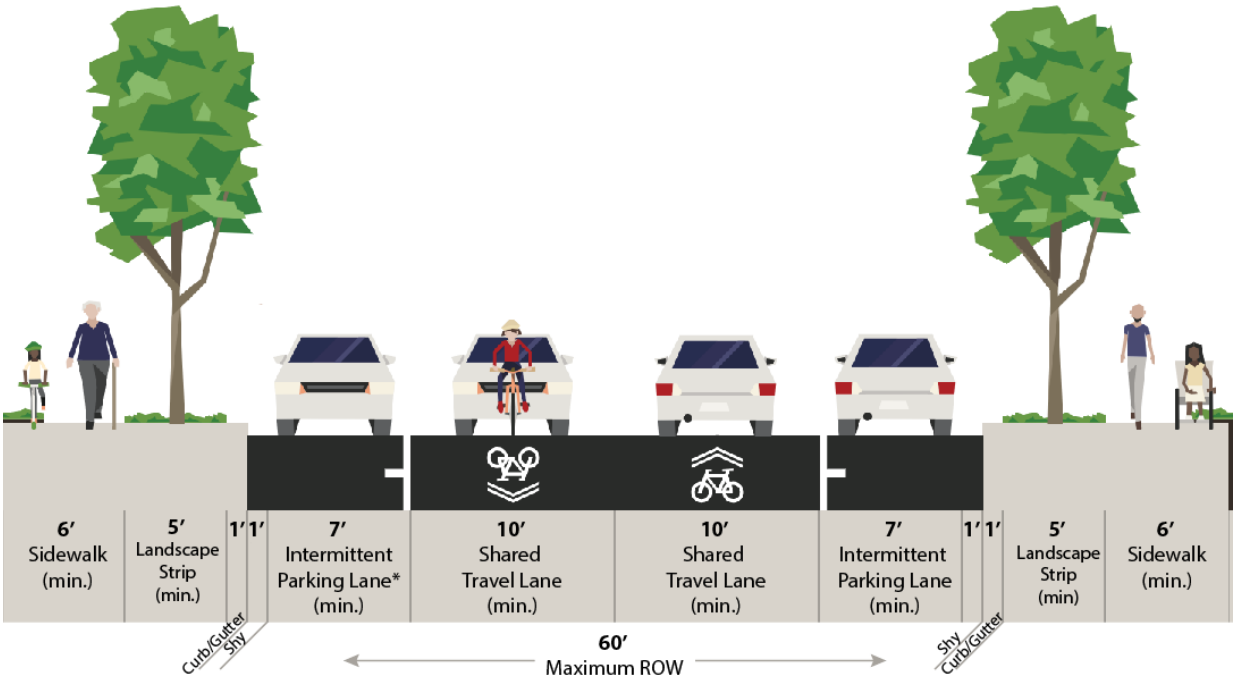


Figure 11. Collector | New Streets – Existing



* 7′flexible parking lane allows for intermittent parking, bulb outs, and additional ROW for landscaping and street trees, per Carlton Title 17 Development Code, 17.64.040 Right-of-Way and Improvement Widths

Figure 12. Collector | New Streets – Proposed

FOR ILLUSTRATIVE PURPOSES ONLY: IMAGE NOT TO BE INCLUDED IN FINAL CODE AMENDMENTS

Example of an intermittent (flexible) parking lane. In this image, curb extensions (i.e. "bulb outs") are used to create a double planter area wide enough to support street trees and other landscaping and stormwater mitigation measures. Curbside parking is still present along the street.
Source: PBOT (2025).

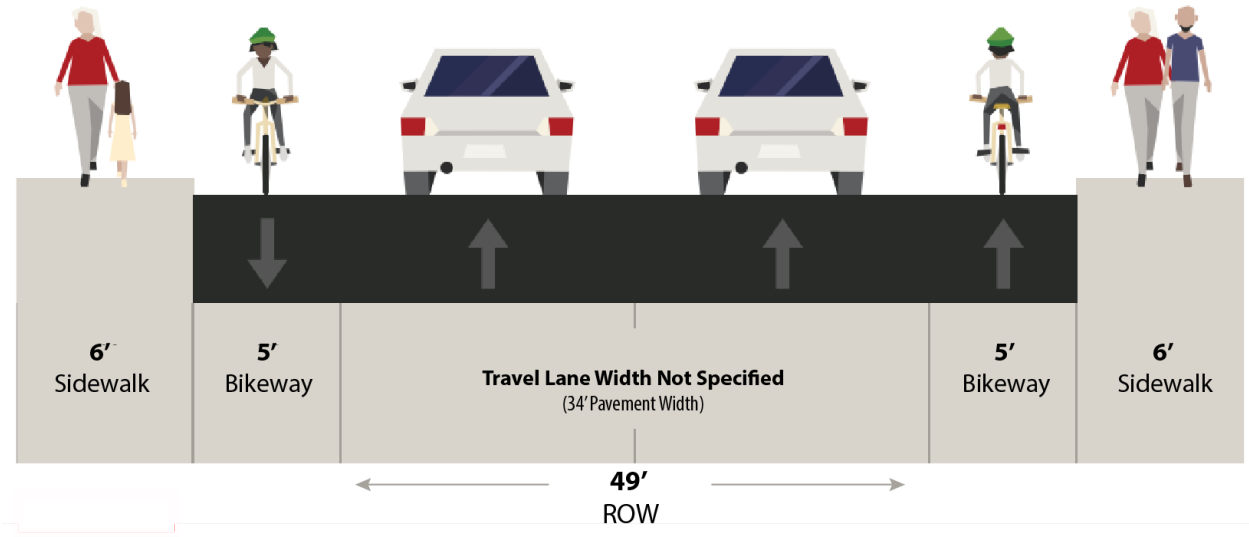


Figure 13. Collector | Existing School Zone Collector – Existing

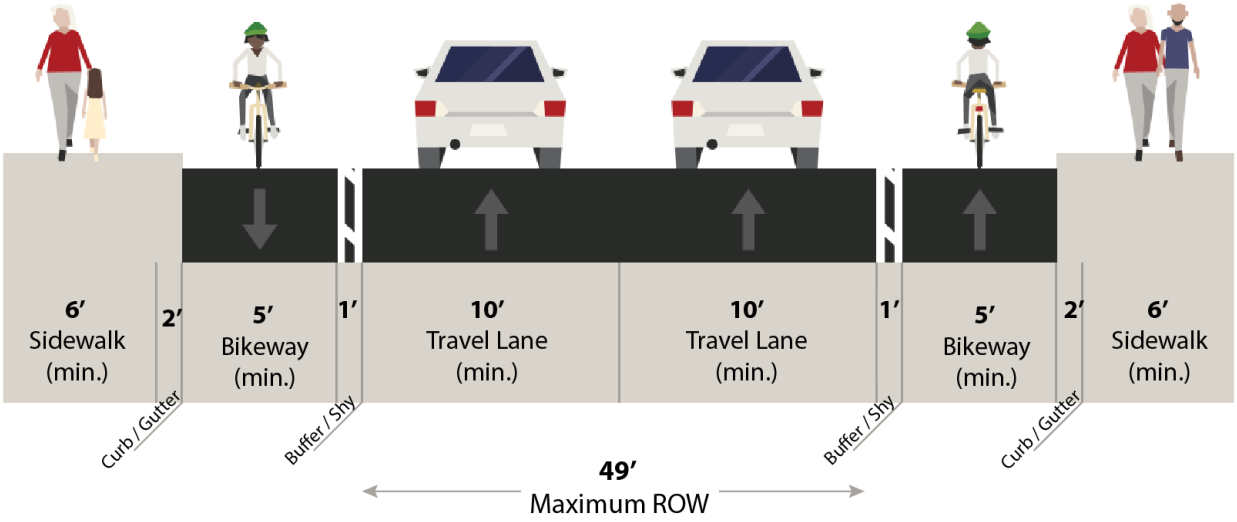


Figure 14. Collector | Existing School Zone Collector – Proposed

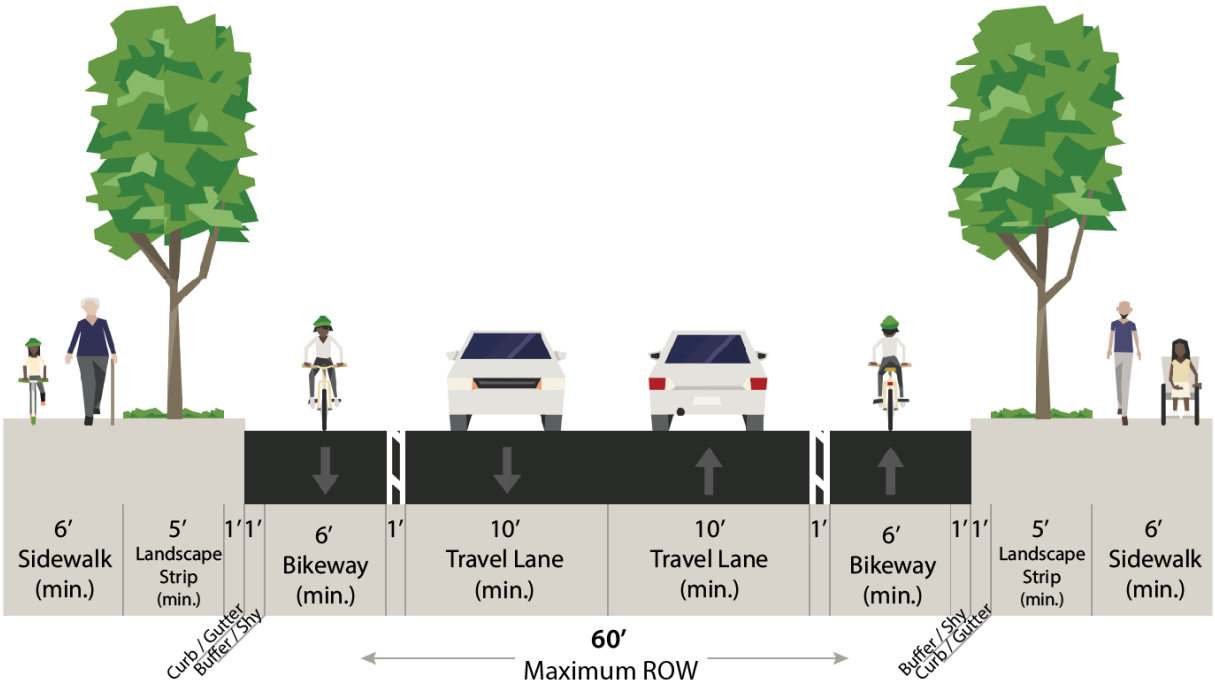


Figure 15. Collector | New School Zone Collector – Proposed

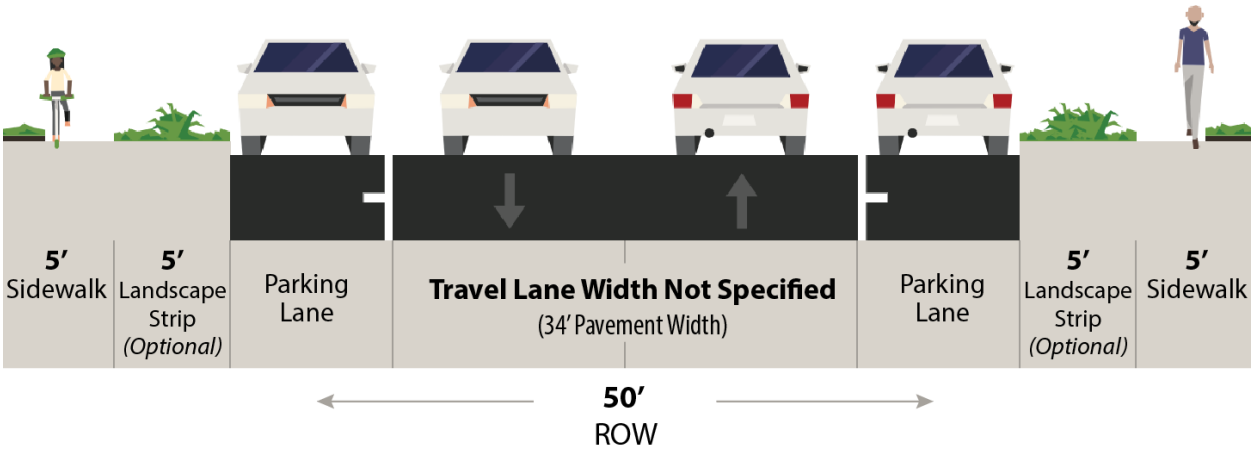


Figure 16. Local | Residential – Existing

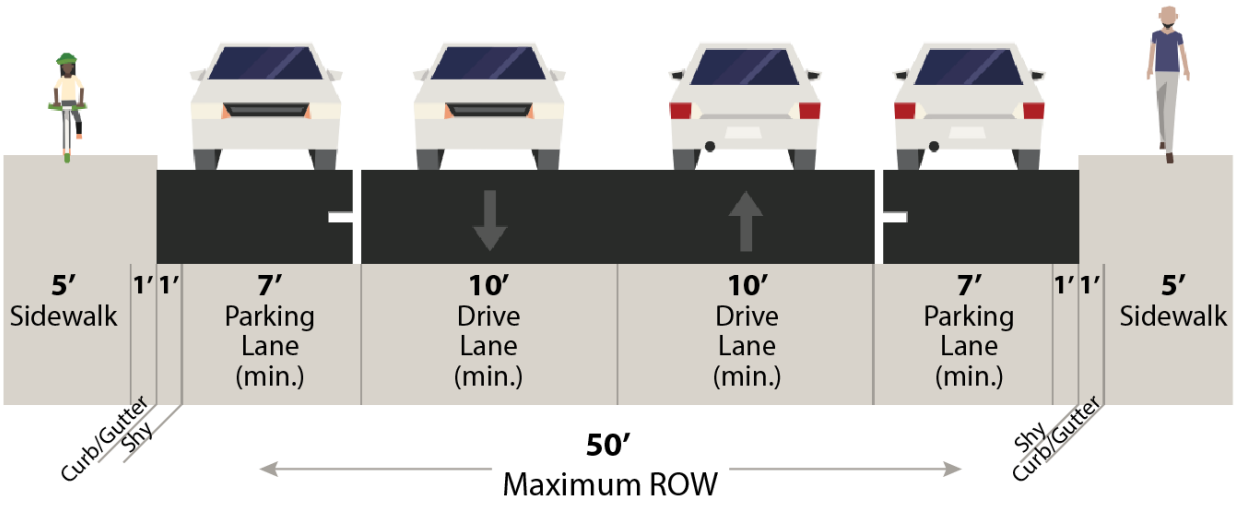


Figure 17. Local | Residential — Proposed

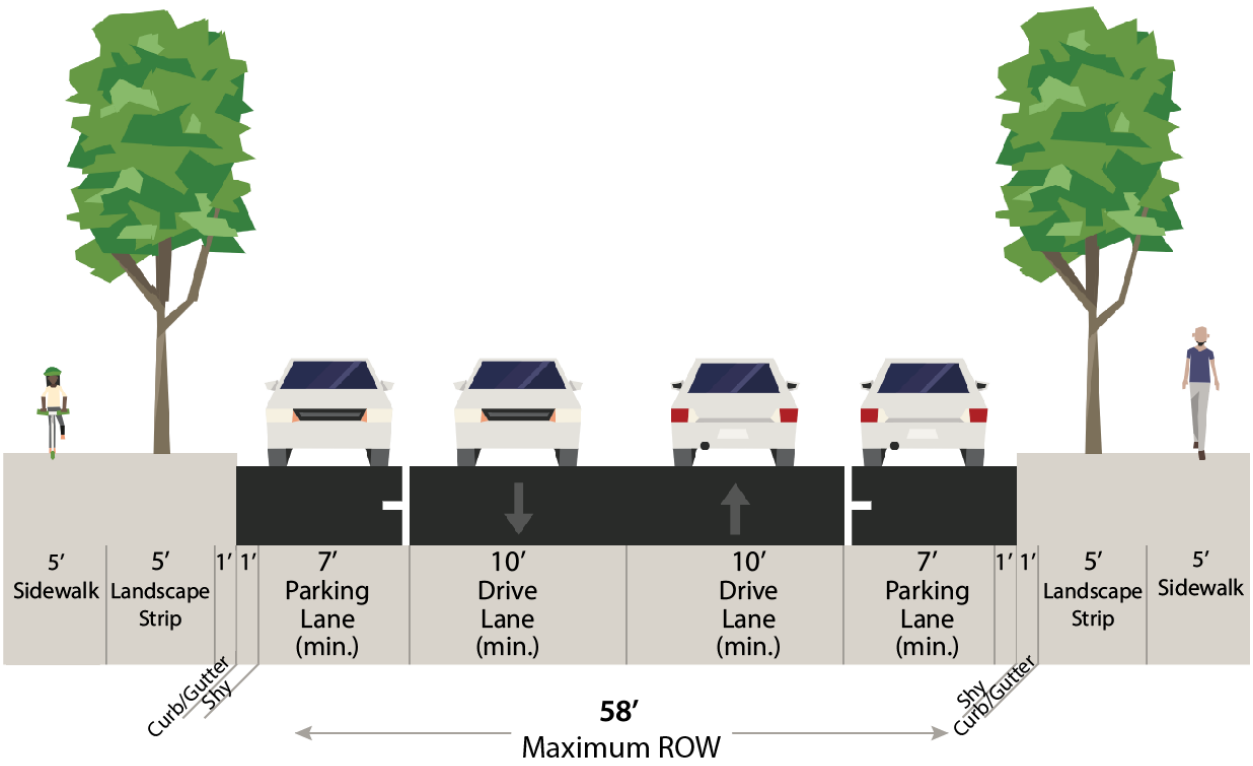


Figure 18. Local | New Residential — Proposed

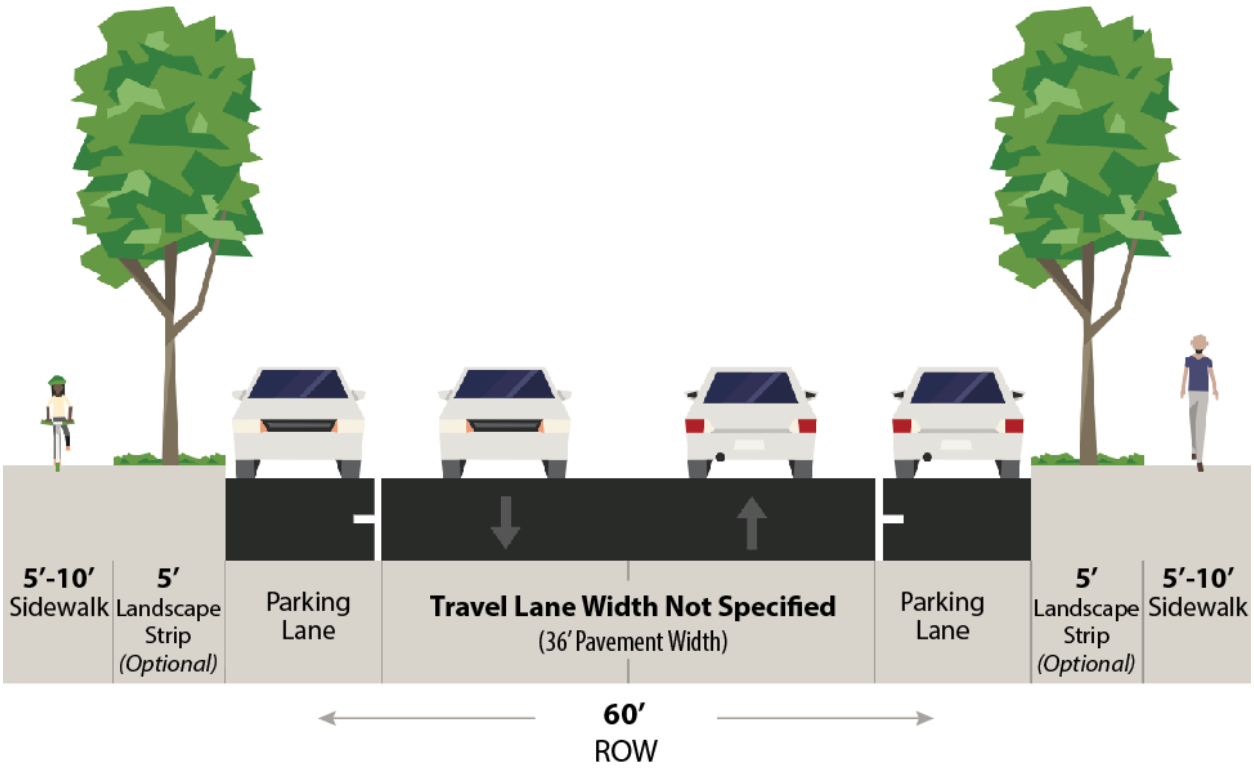


Figure 19. Local | Commercial/Industrial – Existing

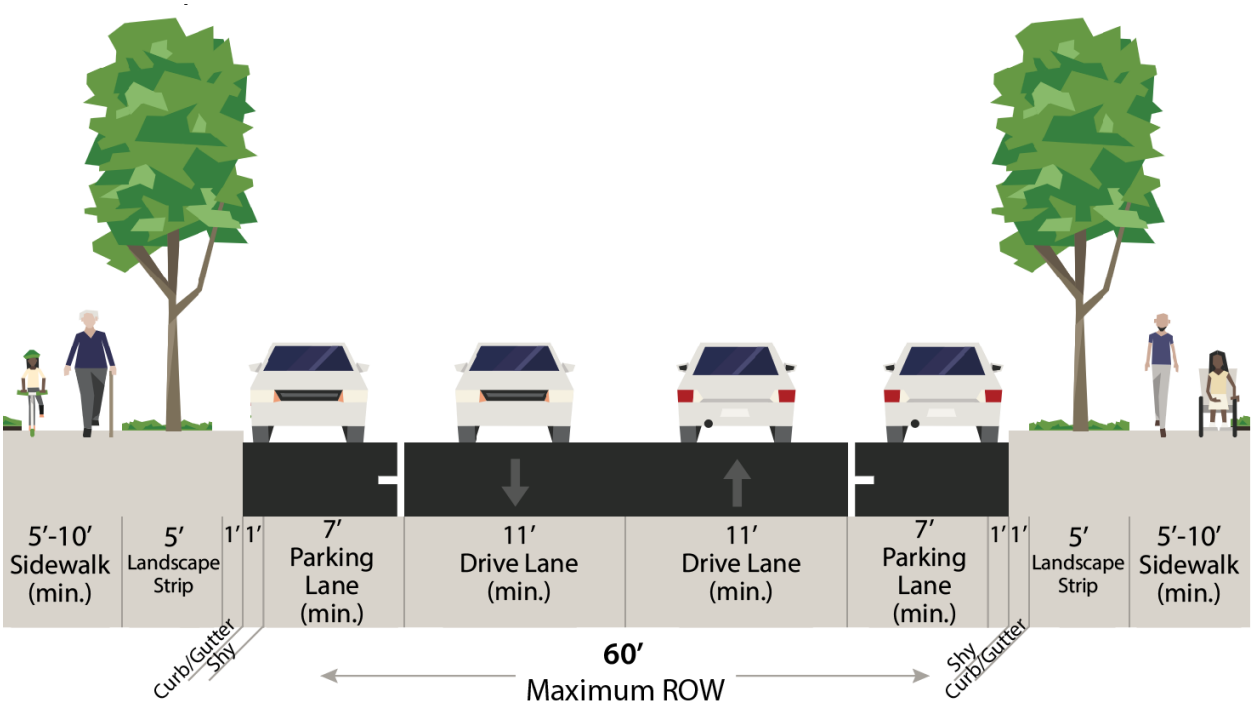


Figure 20. Local | Commercial/Industrial — Proposed

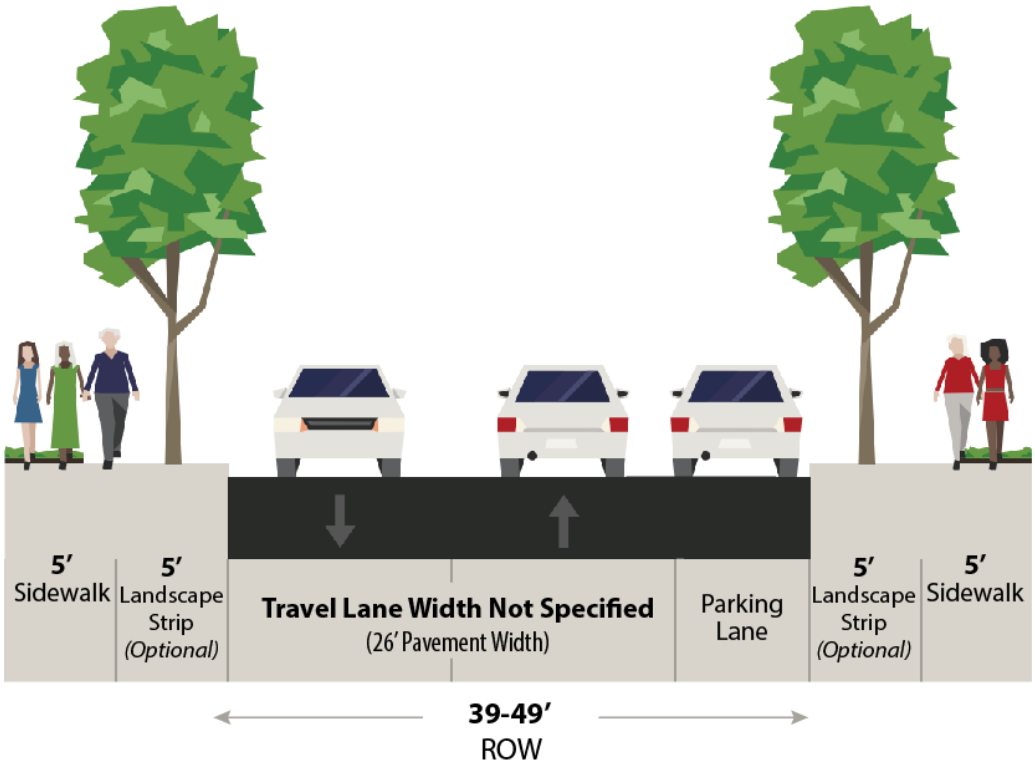


Figure 21. Local | Narrow Option – Existing

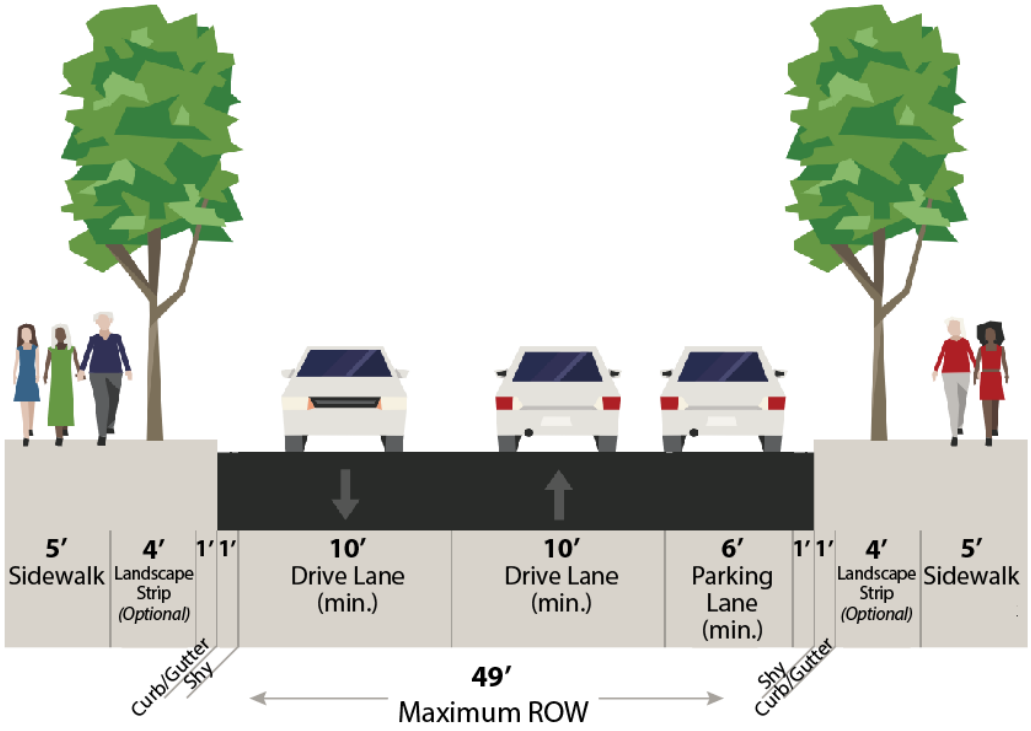


Figure 22. Local | Narrow Option — Proposed

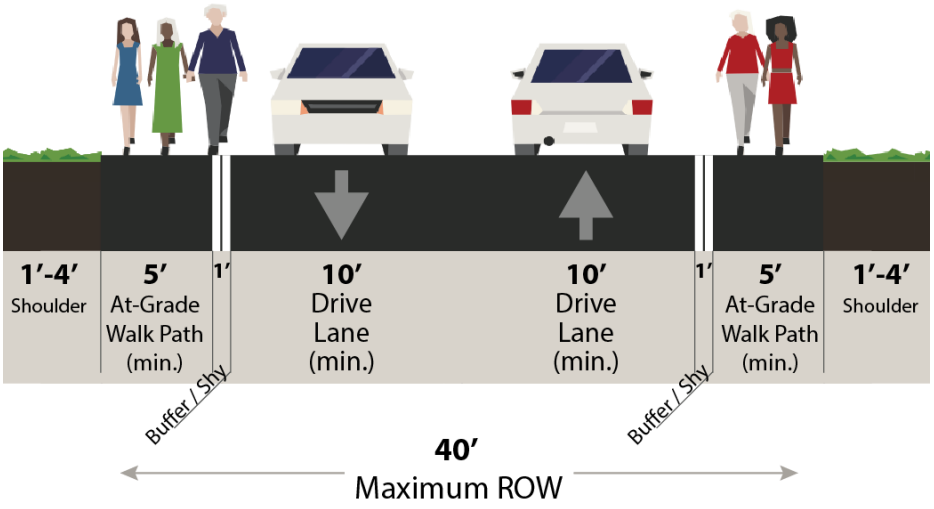


Figure 23. Local | Rural Residential Option — Proposed

Division V General Standards

Chapter 17.128 General Standards

17.128.040 - Lots abutting a partial street

New structures constructed on lots abutting an existing public street that do not meet the minimum standards of Chapter 17.64 for right-of-way width shall be set back to allow for the future widening of the right-of-way. For this purpose, the Future Streets ~~Plan~~ Map of the Carlton Transportation System Plan shall be used for identifying the appropriate street classification, shown as existing or proposed. In addition to the minimum front and street side yard setbacks of the underlying zone, all new structures shall be set back to at least half the minimum right-of-way width of the respective street classification. Measurements for this purpose shall be taken from existing street centerline at a 90-degree angle toward the subject property. Building permits shall not be issued unless yard setbacks equal to the minimum yard requirements of the zoning district plus half the required minimum right-of-way width are provided.

(Ord. No. 2024-751, § 1, 6-25-2024)

Context for PAC/Planning Commission/City Council: *Minor update to this section to ensure setback standard is based on Future Street Map.*

Chapter 17.136 Transportation Improvement Projects

17.136.020 Permitted uses

The City provides for 'transportation facilities' as allowed in all zones outright per Section 17.136

A. Normal operation, maintenance, repair, and preservation activities on existing transportation facilities.

B. Installation of culverts, sidewalks, curbing, median fencing, guardrails, lighting, signage and similar types of improvements within existing rights-of-way.

C. Improvement projects specifically identified in the City of Carlton, Transportation System Plan; and Capital Improvement Projects (CIP) list.

D. Acquisition of right-of-way for public road, highways, and other transportation improvements designated in the City of Carlton, Transportation System Plan.

Context for PAC/Planning Commission/City Council: *Updates the code to include transportation facilities as identified in the CIP, in addition to the TSP and other sources of City projects.*

OAR Reference: OAR 660-012-0045(1)(a)

Division VI Application Requirements and Review Criteria

Chapter 17.180 Zone Change

17.180.050 Criteria for approval.

F. The change of zone is in conformance with the Carlton development code, the City's Transportation System Plan, and any applicable street and highway plans.

Context for PAC/Planning Commission/City Council: Minor update to item F to cross-reference the content of the Transportation System Plan when reviewing requests for zone changes.

Division VII Administrative Procedures

Chapter 17.188 – Application Procedures

17.188.010 – Procedures for Type I action

[sic]

C. Referrals may be sent to interested agencies such as city departments, the school district, utility companies, and applicable state agencies. If a county road or state highway might be impacted, referrals ~~should~~ will be sent to Yamhill County Public Works, Yamhill County Transit and/or ODOT as appropriate.

17.188.020 – Procedures for Type II and Type III actions

D. Referrals may be sent to interested agencies such as city departments, the school district, utility companies, and applicable state agencies. If a county road or state highway might be impacted, referrals ~~should~~ will be sent to Yamhill County public works, Yamhill County Transit and/or ODOT as appropriate.

Chapter 17.192 – Public Notice Requirements

Section 17.192.030 – Type III and Type IV public notice requirements

C. At least twenty (20) days, but not more than forty (40) days, before the date of the first hearing on an application that proposes to amend the comprehensive plan, development code, or any element thereof, or an application for any zone change, a notice shall be prepared in conformance with ORS 227.175 and mailed to:

[sic]

3. Any affected governmental agency~~;~~, specifically (a). Any governmental agency that is entitled to notice under an intergovernmental agreement entered into with the City; or (b). Notice shall be provided to the road authority and transit service provider if different than the City of Carlton. The failure of another agency to respond with written comments on a pending application shall not invalidate an action or permit approval made by the City under this Code.

Context for PAC/Planning Commission/City Council: These sections direct City staff to provide written notice to organizations and service providers over the course of reviewing land use

applications. Minor edits here add specificity about service providers (Yamhill County Transit, ODOT, Yamhill County).

OAR Reference: 660-012-0045(2) and 660-012-0330(8)(f), provide notice to public agencies providing transportation facilities and services.

Appendix B

Draft Comprehensive Plan Transportation Section Updates

Transportation

*This chapter of the Comprehensive Plan has been updated to reflect the **2024 Carlton Transportation System Plan (TSP)**, which was adopted by ordinance by the Carlton City Council in 2025. The TSP functions as the transportation element of the Comprehensive Plan and is incorporated by reference. This chapter summarizes the City's transportation Goals, Policies, and Objectives, and provides an overview of key trends and planned improvements outline in the TSP. The updates ensure consistency between the two documents by aligning background information, goals, and policy direction.*

Statewide Planning Goal 12

Statewide Planning Goal 12, implemented through the *Transportation Planning Rule (OAR 660-12)*, requires cities, counties, and the state to create Transportation System Plans that address all relevant modes of transportation – including motor vehicles, public transit, bicycle, pedestrian, rail, air, and marine. In alignment with these requirements, the City of Carlton adopted an updated Transportation System Plan in 2025.[1]

Background

Transportation Assets

Carlton's street network reflects its small-town character, with a structured grid pattern centered around key transportation corridors that serve both local and regional travel. The City is effectively divided into four quadrants by two major arterials. Highway 47, owned and maintained by the Oregon Department of Transportation (ODOT), bisects the city from east to west, entering the community northbound as S Pine Street, transitioning to an east-west alignment along Main Street through downtown, and continuing north as N Yamhill Street. Main Street serves as the primary east-west corridor and divides the city north and south. West of the city limits, Main Street becomes Meadowlake Road. East of the city limits,

[1] *City of Carlton (2025). City of Carlton Transportation System Plan Update | 2025. Carlton Transportation System Plan (pending link update)*

Main Street becomes Hendricks Road.

Highway 47 plays a unique and multifaceted role in Carlton's transportation network. It serves as a vital regional connection between McMinnville and Forest Grove, facilitating intercity travel and freight movement through Yamhill County. Within the city, Highway 47 functions as the primary north-south corridor, entering Carlton as Pine Street from the south and continuing north as Yamhill Street. Between these two points, the highway becomes Main Street—the heart of Carlton's downtown—supporting local businesses, pedestrians, and community events. This dual role requires careful planning and design to balance through-traffic needs with a welcoming, pedestrian-oriented environment. The Oregon Department of Transportation (ODOT) owns and maintains Highway 47 and has designated the downtown segment between Yamhill and Pine as a Special Transportation Area (STA). This STA designation recognizes the street's importance as both a state highway and a main street, and encourages design solutions that prioritize local access, pedestrian safety, and streetscape enhancements while accommodating regional mobility.

Carlton's local transportation network consists of a hierarchy of local, collector, and arterial streets that provide access within the city and connect to the regional roadway network. Local streets form the foundation of neighborhood connectivity, while collector streets link residential areas to key destinations like schools, parks, and downtown. The city's pedestrian network consists of a system of sidewalks and marked crossings, which have been extended in recent years through new residential development. The 2024 Transportation System Plan builds on this existing network by identifying future improvements to enhance walking and bicycling throughout Carlton. These improvements include a combination of new sidewalks, pedestrian paths, and on- and off-street bicycle facilities that strengthen multimodal access to schools, downtown, other community destinations, and supporting Safe Routes to School (SRTS).

Carlton is currently served by Yamhill County Transit Route 33, which operates on weekdays between McMinnville and Hillsboro. The bus stops at a shelter located on South Pine Street between Monroe and Main Streets. There are multiple northbound and southbound trips per day, providing residents with regional transit connections.

Transportation System Plan

The 2025 City of Carlton Transportation System Plan (TSP) serves as local guide for transportation policies and investments over the next two decades of the City's growth and development. The previous TSPs were last updated in 2009 and in 1999. The TSP establishes City transportation goals, policies, and strategies for developing and improving the transportation system within the Carlton Urban Growth Boundary, with a focus on supporting a multimodal transportation system. The TSP also identifies projects and programs for phased implementation and inclusion in City's Capital Improvement Plan as funding becomes available. The Carlton TSP serves as a 20-year plan to guide transportation improvements and enhance overall mobility for vehicles, pedestrians, and bicyclists throughout the city. The TSP goals are summarized below:

- Goal 1: Safety
- Goal 2. Transportation for All Ages and Abilities
- Goal 3. Connectivity and Access
- Goal 4. Livability and Economic Vitality
- Goal 5. Transportation Supports Land Use

Transportation Trends and Priorities

The 2024 Carlton TSP update identifies the following key transportation trends and priorities, reflecting current community needs, recent development patterns, and state and local transportation goals:

- **Recent Residential Development** - Continued residential growth in Carlton has increased the need for a well-connected transportation system that safely and efficiently serves new neighborhoods. The updated TSP identifies

transportation improvements to support both recently developed and planned residential areas, ensuring multimodal access and connectivity through the 2045 planning horizon.

- **Roadway Functional Classifications and Street Design Standards** - The City's Future Streets Map has been updated to reflect projected growth areas and to support the implementation of multimodal transportation projects. The map also preserves opportunities for a future refinement study of a potential OR 47 realignment. In coordination with the TSP, Carlton has updated its Title 17 street design standards to better accommodate bicycle, pedestrian, and vehicular infrastructure on arterials, collectors, and local streets. All recommended improvements along OR 47 conform with ODOT Highway Design Manual urban context and Special Transportation Area (STA) design guidance.

- **Pedestrian and Bicycle elements** - The TSP update comprehensively addresses existing deficiencies and future needs in the bicycle and pedestrian network. It prioritizes sidewalk infill projects and new bicycle facilities, particularly along key Safe Routes to School (SRTS) corridors. A strategic package of enhanced and standard crossings has been identified to improve community-wide safety and support walkable, multimodal travel throughout Carlton.

- **Safe Routes to School (SRTS)** - Enhancing access and safety for students walking and biking to school remains a key community priority. The updated TSP prioritizes infrastructure investments along SRTS corridors, including sidewalk, crossing, and bicycle improvements on East Polk Street and South 3rd Street, with new SRTS routes identified on E Washington Street and S 7th Street to expand the network of safe, active transportation options for school-aged children.

- **Shared-Use Paths and Walking Paths** - The TSP proposes new off-street connections that complement the existing sidewalk network, including a potential north-south shared-use path along the former railroad corridor to enhance community connectivity. Additional pedestrian-only walking paths are identified along Hawn Creek, East Washington Street, and West Roosevelt Street to provide near-term pedestrian access and recreational opportunities.

- **Historic Railroad Corridor Crossings** - Several proposed TSP improvements are contingent on enhancements to the Historic Rail Corridor, which has been identified as a potential Shared-Use Path project. The TSP identifies specific locations for potential new or improved crossings to support this path and calls for continued coordination with the ODOT and Yamhill County to secure necessary approvals and funding.

- **Capital Improvement Program (CIP)** - The updated TSP includes a funding and implementation strategy to address long-term transportation maintenance and capital project needs. This strategy outlines recommended external funding sources, such as state and federal grants, and proposes the potential establishment of a local street maintenance utility fee. Transportation projects from the TSP may be incorporated into the City's CIP as funding, community support, and City Council approval allow.

Transportation System Improvements

The 2024 Transportation System Plan (TSP) Update organizes recommended improvements by travel mode—roadway, pedestrian, bicycle, and transit—and reflects both previously identified needs and current priorities informed by City and community input. Key roadway improvements include safety and operational enhancements at the intersections of OR 47/Main Street with N Yamhill and S Pine Streets, as well as at OR 47 and Wilson Street, where recent development has increased traffic demands. Other proposed roadway upgrades include turning radius improvements, installation of center left-turn lanes, and new street connections to the former railroad right-of-way.

Pedestrian improvements emphasize sidewalk infill and crossing enhancements along key corridors, including E Polk and S 3rd Streets—important Safe Routes to School (SRTS) routes that serve Yamhill Carlton Elementary School. The plan also proposes new multi-use and pedestrian paths along the former railroad corridor and the Hawn Creek corridor, creating off-street connections and expanded recreational opportunities for Carlton residents.

Bicycle improvements consist of a combination of traditional striped bike lanes in targeted locations and neighborhood

bikeway treatments on low-volume residential streets to enhance local bike access. Transit recommendations include continued support for Yamhill County Transit, including funding for potential service expansion and construction of an improved transit stop or small-scale mobility hub along Main Street.

All recommended improvements are incorporated into the Comprehensive Plan by reference to the updated TSP. As funding becomes available and projects move forward through further public input and City Council approval, they may be added to the City's Capital Improvement Plan for implementation.

Goals, Policies, and Objectives

Goal 1: Safety

Policy 1: Ensure a transportation system that prioritizes safe travel for people and modes of travel.

Objective 1.1 Identify and mitigate high-crash locations, focusing on reducing conflicts and enhancing visibility for people walking, biking, rolling, and driving.

Objective 1.2 Implement traffic calming measures and speed management strategies to reduce the likelihood and severity of collisions, particularly in residential and school zones.

Objective 1.3 Enhance the safety of street crossings, with a priority on intersections and mid-block crossings that serve vulnerable users, including people walking, biking, and using a mobility device.

Objective 1.4 Assess safety risks and opportunities for all new transportation infrastructure projects, ensuring that safety considerations are integrated into every stage of planning, design, and implementation.

Goal 2. Transportation for All Ages and Abilities

Policy 2. Provide an inclusive, reliable, and affordable multimodal transportation system that meets the needs of people of all ages and abilities, including children, seniors, and people with mobility limitations.

Objective 2.1 Develop and adopt design standards and guidelines that prioritize accessibility, safety, and comfort for all people, including seniors, people with disabilities, low-income individuals, and individuals living in underserved areas.

Objective 2.2 Develop a low-stress and accessible network of bicycle and pedestrian-friendly streets and paths to provide new ways to get around Carlton.

Objective 2.3 Prioritize the development of Safe Routes to Schools for children walking and rolling to school.

Objective 2.4 Promote educational programs and initiatives that encourage safe and responsible behavior for all road users, including people driving, biking, and walking.

Goal 3. Connectivity and Access.

Policy 3. Develop and maintain an interconnected, multimodal transportation network that improves connections to key destinations in Carlton.

Objective 3.1 Improve multimodal connectivity by addressing gaps in transportation network, with an emphasis on walking and biking gaps.

Objective 3.2 Identify opportunities for new standard and enhanced crossings on arterial and local streets throughout Carlton.

Objective 3.3 Develop and maintain affordable and accessible transportation services for seniors, people with disabilities, low-income individuals, and other underserved communities.

Objective 3.4 Collaborate with state and local agencies to maintain and enhance the function, capacity, level of service, and safety of State Highway 47.

Objective 3.5 Improve multimodal connections to key destinations such as existing and future transit stops, schools, clinics, parks, and employment centers. Also improve connections to underdeveloped areas of the City.

Goal 4. Livability and Economic Vitality.

Policy 4. Improve quality of life and economic prosperity for all of Carlton's residents, business owners, workers, and visitors by improving access to jobs, services, and destinations, while supporting local businesses and promoting Carlton's small-town character and livability.

Objective 4.1 Create connected streets that enhance community identity, attract new business, and stimulate the local economy by improving access to local jobs, services, and destinations.

Objective 4.2 Balance transportation needs on OR 47 and Main Street to improve safety and support businesses, and enhance the character of downtown, while minimizing negative impacts on people, places, and the environment.

Objective 4.3 Right-size parking and identify multimodal improvements that reduce the need for parking in downtown and promote a vibrant street life, including exploring limited-time parking and shared parking agreements with local underutilized lots.

Objective 4.4 Manage and maintain necessary freight and delivery access to commercial and manufacturing sites within the City's UGB while minimizing negative effects. Minimize the negative effects of truck noise, traffic, and pollution.

Objective 4.5 Develop transportation projects and programs that promote livability and support Carlton's community festivals, fun days, and special events to preserve the community's small-town character.

Goal 5. Transportation Supports Land Use.

Policy 5. Ensure the transportation system aligns with and supports the city's land use goals, fostering sustainable development and coordinated growth.

Objective 5.1 Prioritize and coordinate transportation investments to support the City's present and future development needs.

Objective 5.2 Establish a decision-making framework for prioritizing modes based on street typology and land use context.

Objective 5.3 Align the Transportation System Plan with the Carlton Development Code to ensure future developments contribute to a safe, inclusive, and multimodal transportation network.

Objective 5.4 Coordinate with local, state, and regional agencies on transportation issues and system improvements.

TRACK CHANGES MARK-UP FOR REVIEW

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Transportation

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*This chapter of the Comprehensive Plan has been updated to reflect the **2024 Carlton Transportation System Plan (TSP)**, which was adopted by ordinance by the Carlton City Council in 2025. The TSP functions as the transportation element of the Comprehensive Plan and is incorporated by reference. This chapter summarizes the City's transportation Goals, Policies, and Objectives, and provides an overview of key trends and planned improvements outline in the TSP. The updates ensure consistency between the two documents by aligning background information, goals, and policy direction.*

Statewide Planning Goal 12

Statewide Planning Goal 12, implemented through the *Transportation Planning Rule (OAR 660-12)*, requires cities, counties, and the state to create ~~a~~ Tt~~t~~ransportation Ssystem Pplans that ~~takes into account~~address all relevant modes of transportation – including motor vehicles, public transit, bicycle, pedestrian, rail, air, and marine. In alignment with these requirements, the City of Carlton adopted an updated Transportation System Plan in 2025.[1] ~~: mass transit, air, water, rail, highway, bicycle and pedestrian. The City of Carlton adopted a Transportation System Plan in 2025. Inco by refereeen.~~

Background

Transportation Assets

Carlton's street network reflects its small-town character, with a structured grid pattern centered around key transportation corridors that serve both local and regional travel. The City is effectively divided into four quadrants by two major arterials. Highway 47, owned and maintained by the Oregon Department of Transportation (ODOT), bisects the city from east to west, entering the community northbound as S Pine Street, transitioning to an east-west alignment along Main Street through downtown, and continuing north as N Yamhill Street. Main Street serves as the primary east-west corridor and divides the city north and south. West of the city limits, Main Street becomes Meadowlake Road. East of the city limits, Main Street becomes Hendricks Road.

[1] *City of Carlton (2025). City of Carlton Transportation System Plan Update | 2025. Carlton Transportation System Plan (pending link update)*

18 *Yamhill County Transit Route 33*

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~~*This chapter of the Comprehensive Plan has been will be updated based upon completion of the to reflect the 2024 Carlton Transportation System Plan, adopted by ordinance by the Carlton City Council in 2025. The updates to ensure consistency between that the two documents are aligned in terms of background information, transportation goals, and policies.*~~

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18 *Yamhill County Transit Route 33*

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~~West of the city limits, Main Street becomes Meadowlake Road. East of the city limits Main Street becomes Hendricks Road.~~Highway 47 plays a unique and multifaceted role in Carlton's transportation network. It serves as a vital regional connection between McMinnville and Forest Grove, facilitating intercity travel and freight movement through Yamhill

County. Within the city, Highway 47 functions as the primary north-south corridor, entering Carlton as Pine Street from the south and continuing north as Yamhill Street. Between these two points, the highway becomes Main Street—the heart of Carlton's downtown—supporting local businesses, pedestrians, and community events. This dual role requires careful planning and design to balance through-traffic needs with a welcoming, pedestrian-oriented environment. The Oregon Department of Transportation (ODOT) owns and maintains Highway 47 and has designated the downtown segment between Yamhill and Pine as a Special Transportation Area (STA). This STA designation recognizes the street's importance as both a state highway and a main street, and encourages design solutions that prioritize local access, pedestrian safety, and streetscape enhancements while accommodating regional mobility.

Carlton's local transportation network consists of a hierarchy of local, collector, and arterial streets that provide access within the city and connect to the regional roadway network. Local streets form the foundation of neighborhood connectivity, while collector streets link residential areas to key destinations like schools, parks, and downtown. The city's pedestrian network consists of a system of sidewalks and marked crossings, which have been extended in recent years through new residential development. The 2024 Transportation System Plan builds on this existing network by identifying future improvements to enhance walking and bicycling throughout Carlton. These improvements include a combination of new sidewalks, pedestrian paths, and on- and off-street bicycle facilities that strengthen multimodal access to schools, downtown, other community destinations, and supporting Safe Routes to School (SRTS).

Carlton is currently served by ~~the~~ Yamhill County Transit Route 33, which operates on weekdays between ~~bus that runs from~~ McMinnville ~~to~~ and Hillsboro. The bus stops at a shelter located on South Pine Street between Monroe and Main Streets. There are multiple northbound and southbound trips per day, providing residents with regional transit connections.

~~It runs Monday through Friday to the shelter located on North Pine Street. There are currently five northbound pickup times and five southbound pickup times per day.~~[18]

18 *Yamhill County Transit Route 33*

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Transportation System Plan

The ~~2009 Carlton Transportation System Plan (TSP)19~~ 2025 City of Carlton Transportation System Plan (TSP) serves as local guide for transportation policies and investments ~~establishes~~ over the next two decades of the City's growth and development. The previous TSPs were last updated in 2009 and in 1999. The TSP establishes ~~the city's~~ City transportation goals, policies, and strategies for developing and improving the transportation system within the Carlton Urban Growth Boundary, with a focus on supporting a multimodal transportation system. The TSP also identifies projects and programs for phased implementation and inclusion in City's Capital Improvement Plan as funding becomes available. The Carlton TSP serves as a 20-year plan to guide transportation improvements and enhance overall mobility for vehicles, pedestrians, and bicyclists throughout the city. The TSP goals are summarized below: ~~The goals are reflect the city's priorities and~~

- Goal 1: Safety
- Goal 2. Transportation for All Ages and Abilities
- Goal 3. Connectivity and Access
- Goal 4. Livability and Economic Vitality
- Goal 5. Transportation Supports Land Use

~~• Preserve the function, capacity, level of service, and safety of State Highway 47.~~
~~• Enhance the transportation mobility and safety of the local street system.~~
~~• Increase the use of alternative modes of transportation (walking, bicycling, rideshare/ carpooling, and transit) through improved access, safety, and service. Increasing the use of alternative transportation modes includes maximizing the level of access to all social, work, and welfare resources for the transportation disadvantaged. Carlton seeks for its transportation disadvantaged citizens the creation of a customer-oriented regionally coordinated public transit system that is efficient, effective, and founded on present and future needs.~~
~~• Improve coordination between the City of Carlton, Yamhill County, and the Oregon Department of Transportation (ODOT).~~

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Transportation Trends and Priorities

The 2024 Carlton TSP update identifies the following key transportation trends and priorities, reflecting current community needs, recent development patterns, and state and local transportation goals:

~~**Key needs and trends associated with the city's transportation system as written in the TSP, are outlined below.**~~

- **Recent~~ly Rezoned Areas~~ Residential Development** - Continued residential growth in Carlton has increased the need for a well-connected transportation system that safely and efficiently serves new neighborhoods. The updated TSP identifies transportation improvements to support both recently developed and planned residential areas, ensuring multimodal access and connectivity through the 2045 planning horizon.~~identify transportation improvements needed to serve areas recently rezoned to meet the city's projected residential and employment land needs through the year 2027.~~
- **Roadway Functional Classifications and Street Design Standards** - The City's Future Streets Map has been updated to reflect projected growth areas and to support the implementation of multimodal transportation projects. The map also preserves opportunities for a future refinement study of a potential OR 47 realignment. In coordination with the TSP, Carlton has updated its Title 17 street design standards to better accommodate bicycle, pedestrian, and vehicular infrastructure on arterials, collectors, and local streets. All recommended improvements along OR 47 conform with ODOT Highway Design Manual urban context and Special Transportation Area (STA) design guidance.
- ~~**Local Street Network Plan - incorporate recent amendments to the Local Street Network Plan and update for recently rezoned areas.**~~
- ~~**Bicycle**~~**Pedestrian and ~~Pedestrian~~ Bicycle elements** - The TSP update comprehensively addresses existing deficiencies and future needs in the bicycle and pedestrian network. It prioritizes sidewalk infill projects and new bicycle facilities, particularly along key Safe Routes to School (SRTS) corridors. A strategic package of enhanced and standard crossings has been identified to improve community-wide safety and support walkable, multimodal travel throughout Carlton.~~were not adequately addressed in 1999 TSP and are outdated. An update is needed to identify and provide detailed project descriptions and cost estimates for an improved system of pedestrian and bicycle routes and investigate the feasibility of a trail within or along railroad right-of-way and spur routes. A recent city emphasis is sidewalk construction, so pedestrian needs identified in the TSP must be updated and prioritized, with cost estimates.~~
- **Safe Routes to School (SRTS)** - Enhancing access and safety for students walking and biking to school remains a key community priority. The updated TSP prioritizes infrastructure investments along SRTS corridors, including sidewalk, crossing, and bicycle improvements on East Polk Street and South 3rd Street, with new SRTS routes identified on E Washington Street and S 7th Street to expand the network of safe, active transportation options for school-aged children.
- **Shared-Use Paths and Walking Paths** - The TSP proposes new off-street connections that complement the existing sidewalk network, including a potential north-south shared-use path along the former railroad corridor to enhance community connectivity. Additional pedestrian-only walking paths are identified along Hawn Creek, East Washington Street, and West Roosevelt Street to provide near-term pedestrian access and recreational opportunities.
- **Historic ~~Roadway Functional Classifications and Street Design Standards~~** - ~~review all classifications and street design standards, including street width and sidewalk requirements, to ensure they match the needs of the community and provide for adequate pedestrian facilities. Work with the Oregon Department of Transportation~~

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~~(ODOT) to establish a cross section for Highway 47, considering the Special Transportation Area designation within the downtown.~~

- ~~**Downtown Truck Bypass- review with ODOT the need and feasibility of routing truck traffic around the downtown.**~~

- **Rail**road ~~**Crossings**~~ **Corridor Crossings** - Several proposed TSP improvements are contingent on enhancements to the Historic Rail Corridor, which has been identified as a potential Shared-Use Path project. The TSP identifies specific locations for potential new or improved crossings to support this path and calls for continued coordination with the ODOT and Yamhill County to secure necessary approvals and funding.~~review rail crossing needs with the ODOT Rail Program and update as necessary.~~

Capital Improvement Program (CIP) - The updated TSP includes a funding and implementation strategy to address long-term transportation maintenance and capital project needs. This strategy outlines recommended external funding sources, such as state and federal grants, and proposes the potential establishment of a local street maintenance utility fee. Transportation projects from the TSP may be incorporated into the City's CIP as funding, community support, and City Council approval allow. ~~update and develop a Transportation Systems Development Charge (TSDC) for adoption.~~

- ~~**Safe Routes to School (SRTS)** - inventory pedestrian and bicycle facilities within the walk zone of Carlton Elementary School and identify key deficiencies and barriers to students walking or biking to school.~~

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19 City of Carlton, Transportation System Plan 2009. Carlton Transportation System Plan

Transportation System Improvements

The 2024 Transportation System Plan (TSP) Update organizes recommended improvements by travel mode—roadway, pedestrian, bicycle, and transit—and reflects both previously identified needs and current priorities informed by City and community input. Key roadway improvements include safety and operational enhancements at the intersections of OR 47/Main Street with N Yamhill and S Pine Streets, as well as at OR 47 and Wilson Street, where recent development has increased traffic demands. Other proposed roadway upgrades include turning radius improvements, installation of center left-turn lanes, and new street connections to the former railroad right-of-way.

Pedestrian improvements emphasize sidewalk infill and crossing enhancements along key corridors, including E Polk and S 3rd Streets—important Safe Routes to School (SRTS) routes that serve Yamhill Carlton Elementary School. The plan also proposes new multi-use and pedestrian paths along the former railroad corridor and the Hawn Creek corridor, creating off-street connections and expanded recreational opportunities for Carlton residents.

Bicycle improvements consist of a combination of traditional striped bike lanes in targeted locations and neighborhood bikeway treatments on low-volume residential streets to enhance local bike access. Transit recommendations include continued support for Yamhill County Transit, including funding for potential service expansion and construction of an improved transit stop or small-scale mobility hub along Main Street.

All recommended improvements are incorporated into the Comprehensive Plan by reference to the updated TSP. As funding becomes available and projects move forward through further public input and City Council approval, they may be added to the City's Capital Improvement Plan for implementation.~~The conclusion of the TSP divides its recommendations by roadway, pedestrian, bicycle, and transit improvements. Roadway improvements consist of improving the turning radius of identified areas, installing center left-turn lanes, constructing a Main Street bypass, and connecting street access to the railroad right-of-way. Pedestrian improvements consist of installing sidewalks, providing connection across the railroad, and constructing a multi-use path along right-of- way. Bicycle and transit improvements consist of installing bike lanes, providing local funds to expand the Yamhill Transit service, and constructing a transit stop on Main Street.~~

Goals, ~~Policies,~~ , Policies, and Objectives

Goal 1: Safety s

~~To provide and encourage a safe, convenient, and economic transportation system.~~

~~Goal~~ Policy 1: ~~1: Safety.~~ Ensure a transportation system that prioritizes safe travel for people and modes of travel.

Objective 1.1 Identify and mitigate high-crash locations, focusing on reducing conflicts and enhancing visibility for people walking, biking, rolling, and driving.

Objective 1.2 Implement traffic calming measures and speed management strategies to reduce the likelihood and severity of collisions, particularly in residential and school zones.

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Commented [EM1]: Global comments on updates:
- Updated for alignment with recent Comprehensive Plan policies and TSP goals
- Goals, Policies, Objectives updated for clearer organization (each Goal has a corresponding Policy, and each Policy has corresponding Objectives)
- Goals, Policies, and Objectives based on TSP Technical Memorandum #1, which was vetted by City Staff, Project Advisory Committee, and the public (In-Person Open House #1 and online engagement).

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Commented [EM2]: Reasoning for updates:
- New Goal 1 addresses previous Policy 1 and 2.
- New policy objectives address investment priorities previously identified in Objective 1A
- New Objective 1.1. addresses previous Objective 1B

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Commented [EM3]: Former policies/objectives:

Policy 1 Plan for a multi-modal ... [1]

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Objective 1.3 Enhance the safety of street crossings, with a priority on intersections and mid-block crossings that serve vulnerable users, including people walking, biking, and using a mobility device.

Objective 1.4 Assess safety risks and opportunities for all new transportation infrastructure projects, ensuring that safety considerations are integrated into every stage of planning, design, and implementation.

Reasoning for updates:

- Create multiple Goals to reflect ~~_____~~. Removed Policy section ~~_____~~ UpdatedNew Goal #1 addresses previous Policy 1 and 2.
- New policy objectives address investment priorities previously identified in Objective 1A ~~regarding investment priorities is addressed~~ ~~lucing conflicts and enhancing visibility~~

~~**Objective 1.2.** Implement traffic calming measures and speed management strategies to reduce the likelihood and severity of collisions, particularly in residential and school zones.~~

~~**Objective 1.3.** Enhance the safety of street crossings, with a priority on intersections and mid-block crossings that serve vulnerable users, including people walking, biking, and using a mobility device.~~

~~**Objective 1.4.** Assess safety risks and opportunities for all new transportation infrastructure projects, ensuring that safety considerations are integrated into every stage of planning, design, and implementation.~~

~~***Policy 1 Plan for a multi-modal transportation system accessible for all users.***~~

~~***Objective 1A** Make investments to accommodate multi-modal traffic on major and minor arterial roads.*~~

~~***Objective 1B** Inventory bicycle and pedestrian networks and plan for needed infrastructure improvements.*~~

~~***Policy 2 Establish and design facilities that improve safety of all users of the transportation system.***~~

~~***Objective 2A** Identify and implement ways to minimize conflicts between different modes of travel.*~~

Goal 2. Transportation for All Ages and Abilities.

Policy 2. Provide an inclusive, reliable, and affordable multimodal transportation system that meets the needs of people of all ages and abilities, including children, seniors, and people with mobility limitations.

Objective 2.1 Develop and adopt design standards and guidelines that prioritize accessibility, safety, and comfort for all people, including seniors, people with disabilities, low-income individuals, and individuals living in underserved areas.

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Objective 2.2 Develop a low-stress and accessible network of bicycle and pedestrian-friendly streets and paths to provide new ways to get around Carlton.

Objective 2.3 Prioritize the development of Safe Routes to Schools for children walking and rolling to school.

Objective 2.4 Promote educational programs and initiatives that encourage safe and responsible behavior for all road users, including people driving, biking, and walking.

~~**Objective 2.1. Develop and adopt design standards and guidelines that prioritize accessibility, safety, and comfort for all people, including seniors, people with disabilities, low-income individuals, and individuals living in underserved areas.**~~

~~**Objective 2.2. Develop a low-stress and accessible network of bicycle and pedestrian-friendly streets and paths to provide new ways to get around Carlton.**~~

~~**Objective 2.3. Prioritize the development of Safe Routes to Schools for children walking and rolling to school.**~~

~~**Objective 2.4. Promote educational programs and initiatives that encourage safe and responsible behavior for all road users, including people driving, biking, and walking.**~~

Reasoning: NEW Goal #2 addresses previous Policy 3 and 5. Objective 2.1 through 2.4 support Goal #2.

~~*to businesses safe and convenient for pedestrians and bicycles.*~~

~~**POLICY 4** *Coordinate facility improvements and services with regional partners such as Yamhill County and Oregon Department of Transportation (ODOT).*~~

~~**POLICY 5** *Explore opportunities to provide or participate in local or regional public transit programs to provide transportation services to local residents.*~~

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~~**POLICY 6** ~~***Preserve the function, capacity, level of service, and safety of State Highway 47.***~~~~

~~**OBJECTIVE 6A**~~*~~Coordinate all transportation-related activities impacting Highway 47 with the Oregon ODOT.~~*

~~**OBJECTIVE 6B**~~*~~Conform to ODOT standards and practices with transportation issues concerning Highway 47.~~*

~~**OBJECTIVE 6C**~~*~~Coordinate with ODOT on all land use decisions impacting Highway 47.~~*

Goal 3. Connectivity and Access.

Policy 3. Develop and maintain an interconnected, multimodal transportation network that improves connections to key destinations in Carlton.

Objective 3.1	Improve multimodal connectivity by addressing gaps in transportation network, with an emphasis on walking and biking gaps.
Objective 3.2	Identify opportunities for new standard and enhanced crossings on arterial and local streets throughout Carlton.
Objective 3.3	Develop and maintain affordable and accessible transportation services for seniors, people with disabilities, low-income individuals, and other underserved communities.
Objective 3.4	Collaborate with state and local agencies to maintain and enhance the function, capacity, level of service, and safety of State Highway 47.
Objective 3.5	Improve multimodal connections to key destinations such as existing and future transit stops, schools, clinics, parks, and employment centers. Also improve connections to underdeveloped areas of the City.

~~Objective 3.1. Improve multimodal connectivity by addressing gaps in transportation network, with an emphasis on walking and biking gaps.~~

~~Objective 3.2. Identify opportunities for new standard and enhanced crossings on arterial and local streets throughout Carlton.~~

~~Objective 3.3. Develop and maintain affordable and accessible transportation services for seniors, people with disabilities, low-income individuals, and other underserved communities.~~

~~Objective 3.4. Collaborate with state and local agencies to maintain and enhance the function, capacity, level of service, and safety of State Highway 47.~~

~~Objective 3.5. Improve multimodal connections to key destinations such as existing and future transit stops, schools, clinics, parks, and employment centers. Also improve connections to underdeveloped areas of the City.~~

Reasoning: NEW Goal #3 reinforces multi modal----------. NEW Objective 3.4 replaces existing Policy 6 and Objectives 6A-6C regarding Highway 47.

Policy 4. Improve quality of life and economic prosperity for all of Carlton's residents, business owners, workers, and visitors by improving access to jobs, services, and destinations, while supporting local businesses and promoting Carlton's small-town character and livability.

Objective 4.1	Create connected streets that enhance community identity, attract new business, and stimulate the local economy by improving access to local jobs, services, and destinations.

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- New Goal #3 reinforces multimodal access and connectivity
- New Objective 3.4 replaces previous Policy 6 and Objectives 6A-6C regarding Highway 47 and interagency coordination.

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Objective 4.2	Balance transportation needs on OR 47 and Main Street to improve safety and support businesses, and enhance the character of downtown, while minimizing negative impacts on people, places, and the environment.
Objective 4.3	Right-size parking and identify multimodal improvements that reduce the need for parking in downtown and promote a vibrant street life, including exploring limited-time parking and shared parking agreements with local underutilized lots.
Objective 4.4	Manage and maintain necessary freight and delivery access to commercial and manufacturing sites within the City's UGB while minimizing negative effects. Minimize the negative effects of truck noise, traffic, and pollution.
Objective 4.5	Develop transportation projects and programs that promote livability and support Carlton's community festivals, fun days, and special events to preserve the community's small-town character.

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~~Objective 4.1. Create connected streets that enhance community identity, attract new business, and stimulate the local economy by improving access to local jobs, services, and destinations.~~

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~~Objective 4.2. Balance transportation needs on OR 47 and Main Street to improve safety and support businesses, and enhance the character of downtown, while minimizing negative impacts on people, places, and the environment.~~

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~~Objective 4.3. Right-size parking and identify multimodal improvements that reduce the need for parking in downtown and promote a vibrant street life, including exploring limited-time parking and shared parking agreements with local underutilized lots.~~

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~~Objective 4.4. Manage and maintain necessary freight and delivery access to commercial and manufacturing sites within the City's UGB while minimizing negative effects. Minimize the negative effects of truck noise, traffic, and pollution.~~

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~~Objective 4.5. Develop transportation projects and programs that promote livability and support Carlton's community festivals, fun days, and special~~

~~events to preserve the community's small-town character.~~

Reasoning: Objective 4.4

Policy 5. Ensure the transportation system aligns with and supports the city's land use goals, fostering sustainable development and coordinated growth.

Objective 5.1	Prioritize and coordinate transportation investments to support the City's present and future development needs.
Objective 5.2	Establish a decision-making framework for prioritizing modes based on street typology and land use context.
Objective 5.3	Align the Transportation System Plan with the Carlton Development Code to ensure future developments contribute to a safe, inclusive, and multimodal transportation network.
Objective 5.4	Coordinate with local, state, and regional agencies on transportation issues and system improvements.

~~**Objective 5.1. Prioritize and coordinate transportation investments to support the City's present and future development needs.**~~

~~**Objective 5.2. Establish a decision-making framework for prioritizing modes based on street typology and land use context.**~~

~~**Objective 5.3. Align the Transportation System Plan with the Carlton Development Code to ensure future developments contribute to a safe, inclusive, and multimodal transportation network.**~~

~~**Objective 5.4. Coordinate with local, state, and regional agencies on transportation issues and system improvements.**~~

Reasoning: Investments; ODOT;
Land use code---

Work already completed with Development Code

Policies?

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Commented [EM7]: Reasoning for updates:

•TSP will be incorporated by reference, building on recent Comp Plan updates, ensuring consistency with current land use plan.

•Policy 5 supports Title 17 updates, pending adoption with the TSP.

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Former policies/objectives:

Policy 1 ***Plan for a multi-modal transportation system accessible for all users.***
Objective 1A *Make investments to accommodate multi-modal traffic on major and minor arterial roads.*
Objective 1B *Inventory bicycle and pedestrian networks and plan for needed infrastructure improvements.*
Policy 2 ***Establish and design facilities that improve safety of all users of the transportation system.***
Objective 2A *Identify and implement ways to minimize conflicts between different modes of travel.*

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Reasoning for updates:

- New Goal 2 addresses previous Policy 3 and 5.
- New Objectives 2.1 through 2.4 address previous Goal 2.
- New Objective 5.4 (see below) addresses previous Policy 4 and related interagency coordination objectives.

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Former policies/objectives:

Policy 3 ***Support improvements that make downtown inviting and access to businesses safe and convenient for pedestrians and bicycles***

Policy 4 ***Coordinate facility improvements and services with regional partners such as Yamhill County and Oregon Department of Transportation (ODOT).***

Policy 5 ***Explore opportunities to provide or participate in local or regional public transit programs to provide transportation services to local residents.***

Policy 6 ***Preserve the function, capacity, level of service, and safety of State Highway 47.***
Objective 6A *Coordinate all transportation-related activities impacting Highway 47 with the Oregon ODOT.*
Objective 6B *Conform to ODOT standards and practices with transportation issues concerning Highway 47*
Objective 6C *Coordinate with ODOT on all land use decisions impacting Highway 47.*

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